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THE ECONOMIC NATURE AND VALUE
OF VOLUNTEER ACTIVITY
IN CANADA

by

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I. AN ECONOMIC DEFINITION OF VOLUNTEER ACTIVITY

Inasmuch as a government through its agencies acts to facilitate and abet the well-being of individuals in society, it will be interested in "Voluntary Participation" for two broad reasons. First such participation is of value to the volunteer, who gains therefrom in a variety of possible ways: satisfaction from helping others; satisfaction of one's gregarious needs; recreational and entertainment value from participation; the acquisition of new skills and abilities; etc. Secondly, when participation involves what Novia Carter has called "service,"¹ it is of immediate value to people other than the volunteers themselves: to the aged who are fed by a meal-on-wheels; to those who are provided with information on landlord-tenant legalities; to the fatherless boys who go to a movie with a Big Brother; etc. Although the existing literature on Voluntarism has always recognized the second reason, most of it until very recently gave much more intellectual energy to the first aspect. It more often asks-1) WHY do people volunteer, 2) WHO volunteers - and less frequently-3) WHAT DO THEY DO². Rarely does it address the question 4) WHAT IS THE VALUE OF THEIR SERVICE?³ The present report addresses itself directly to the

1. See Novia Carter, *Volunteers, The Untapped Potential*, p. 2, 3, Table 12.

2. Carter, *op. cit.* is an example of recent work that does pose this question.

3. Two recent attempts at this are H. Wolozin, "The Economic Role and Value of Volunteer Work in the United States" *Journal of Voluntary Action Research*, Jan/Apr. 1975, pp. 23-42 and O. Hawrylyshyn, "Value of Volunteer Services: A First Approximation Estimate for Canada, 1971," Working Paper #5, Statistics Canada, Office of the Senior Advisor on Integration, November 1975.

issue of benefits for third-parties arising from volunteer activity, which is to say the last two questions posed.

To do this it is first necessary to specify an economic definition of volunteer service. It is decidedly not our intent to apply economic concepts to resolve once and for all the problem faced by many before: what is a volunteer action? We ought not and cannot use economic principles for this purpose, because volunteering is an action that may encompass several dimensions of human life: economic, religious, sociological, political, psychological, etc. What we do intend, is to use an economic definition as a cutting-tool that will permit one to separate as clearly as possible the economic dimension of volunteer action from the others. Indeed, the definition may further provide some insight into the other dimensions of volunteering by using the contrast with an economic concept as one possible way of comprehending all volunteer action. This is in fact pursued in Section II of the Report.

Recent concerns in society with the costs of rapid economic growth-such as pollution, overcrowding and urban blight - have spawned a literature on the correct measurement of economic activity.⁴ One result of this has been the attempt to put a dollar-value on certain activities outside the market such as housework, student time and volunteer activity. This necessitated a clear definition of the concept of

4. The earliest important work in the area is that of W. Nordhaus and J. Tobin in 1972. This and other modifications to GNP measures are analyzed in O. Hawrylyshyn, *A Review of Recent Proposals to Modify the Measure of GNP*, Statistics Canada, 1974, Cat. #13-558.

economic value of activities taking place outside of the market.

Volunteer activities are very similar to household work in this regard, for they both overlap the economic and non-economic dimension of life, as illustrated in Fig. 1. Fig. 1 and the propositions stated there summarize the arguments and rationale of measurement for the value of non-market economic activities, as developed in particular for household work. From the studies on estimating the value of household work we may borrow a concept called "the Third-Person Market Criterion" to give a definition of Economic Volunteer Services:

Economic Volunteer Services are those activities which were done by a person outside the market but may have been accomplished by hiring a third-person from the economic market; they are distinguished from household work by the fact that the benefits accrue to someone rather than the volunteer or the volunteer's immediate family.

To render the concept practicable we must exclude from consideration such things as helping a neighbour with the storm windows, or advising one's second-cousin on tax-laws. That is, our interest should be essentially in volunteer services performed on a more-or-less regular basis, usually through an established institution, and usually benefitting people who are not relatives or friends. If we were to pursue pedantically all volunteer acts with an economic component we would first face the very practical problem of not having any systematic information on this, and secondly, we would undoubtedly transgress into dimensions of life where the economic aspect was minute compared to the non-economic ones - that is beyond the boundary line noted in Proposition 4 of Fig. 1.

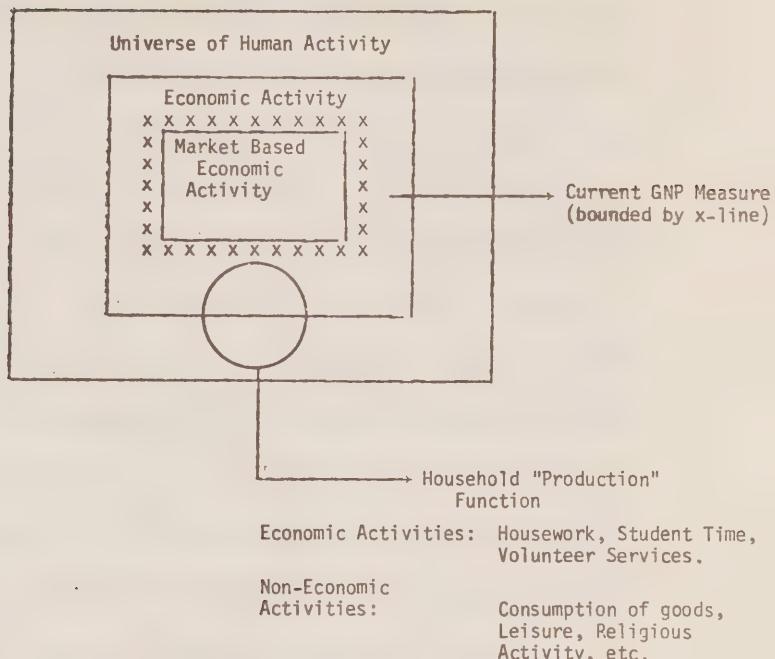
Thus, for practical and conceptual reasons we should limit ourselves to volunteer actions performed via organized groups or agencies. This means in effect, attempting to distinguish volunteer groups that provide value or benefits to third parties, from those that provide benefits only to the members or participants. We can therefore, using an economic "third-person criterion" isolate groups in which the two questions posed in this report - WHAT DO VOLUNTEERS DO? and WHAT IS THE ECONOMIC VALUE OF VOLUNTEER SERVICES? - are in fact relevant.

Before we turn to the problem of categorizing volunteer associations according to our economic definition, a caveat is in order. The distinctions made here and in the rest of this report are more often then not ambiguous at the edges. This is necessary, and as it turns out, useful for the purpose at hand: to study the nature of volunteer activities and to estimate their economic worth. For different purposes, some of the ambiguities may be less acceptable, hence the categorizations proposed subsequently may not be adequate to all issues pertaining to voluntarism. On the other hand, perhaps the classification schemes described, inasmuch as they provide a systematic framework for the collection and organization of information, can serve for purposes much broader than the more narrowly economic ones investigated. In a word, through the analytical framework developed cannot be regarded as relevant to all problems of voluntarism, neither should it be regarded as being applicable only to economic aspects.

The remainder of this report is divided into 6 Sections. In Section II we apply the concepts developed here to delineate associations

FIGURE 1

THE DISTINCTION BETWEEN ECONOMIC
AND NON-ECONOMIC ACTIVITIES



Proposition 1: Economic activity comprises only a part of human activity, but the part is important enough to merit the attention of social accountants.

Proposition 2: Market activities comprise only a part of economic activity, and GNP measures only market activities with very minor exceptions.

Proposition 3: Non-Market economic activities can, and hence should be measured in a way analogous to market activities; that is using Market-Based dollar values.

Proposition 4: Human activities outside the economic may be measured and valued, but not necessarily in dollars; That is, the different dimensions of human activity may each require different yardsticks for quantification. For example, one may measure the number of people attending religious services, but not the dollar-value of this attendance.

Proposition 5: The activities of the household, (in Figure 1: the Household Production Function), fall across the boundary between economic and other activities, hence measurement using an economic yardstick first requires locating this boundary between economic and non-economic activity.

Proposition 6: The comment to be used for defining the boundary between economic and non-economic activity is The Third-Person Criterion: could the same activity yield equivalent results if performed by a Third-Person hired upon the market at a price?

in which economic services are performed, and we attempt to develop a coherent and comprehensive classification scheme both for this group and other types of volunteer associations. Section III studies the problem of describing jobs done by volunteers in a systematic classification scheme. Section IV attempts to provide empirical substance to the abstract notions of Sections II and III, by analyzing the nature of volunteer work as described in a sample of data from the Metro Toronto Volunteer Centre. Section V uses the same data to estimate a dollar-value for the services provided by the average volunteer per annum. In Section VI we reflect upon the problem of information availability for Canadian Voluntarism, and finally in Section VII we summarize our conclusions and state a number of recommendations.

II. CLASSIFICATION OF VOLUNTEER GROUPS AND AGENCIES

The purpose of this section is to develop a classification scheme for the myriads of groups and agencies within which individuals undertake volunteer activity. We do this using the definition of Economic Volunteer Services (EVS) of Section I to permit a practical identification of only those agencies in which EVS are performed. First, however, let us consider at a more abstract level what our definition says about all the different types of volunteer activity that individuals undertake.

In Figure 2 we present a broad outline of such a categorization; definitions for the terms are given in Table 1. Our economic definition suggests as a first division the distinction between so-called

"Self-Benefit" and "Social-Benefit" Actions. Obviously the lines are not clear-cut because actions that benefit others (SCBA) may at the same time "benefit" the volunteer, if only via the satisfaction the volunteer has in being a "Good Samaritan".⁵ However, though it may not be possible to isolate actions that have no Self-Benefit in them, it is certainly easier to isolate those that have very little or no Social Benefit. In our classification, therefore, we consider as one group those actions which give only self-benefit (SFBA), and as another group those which yield inter-alia a social-benefit (SCBA). That the latter may, and often do, provide a self-benefit is not important given our objective⁶ of analyzing the economic nature of volunteer action, for the self-benefit element is not a proper subject for an economic evaluation inasmuch as this such benefits pertain more to sociological, spiritual, psychological, etc., dimensions of human life.

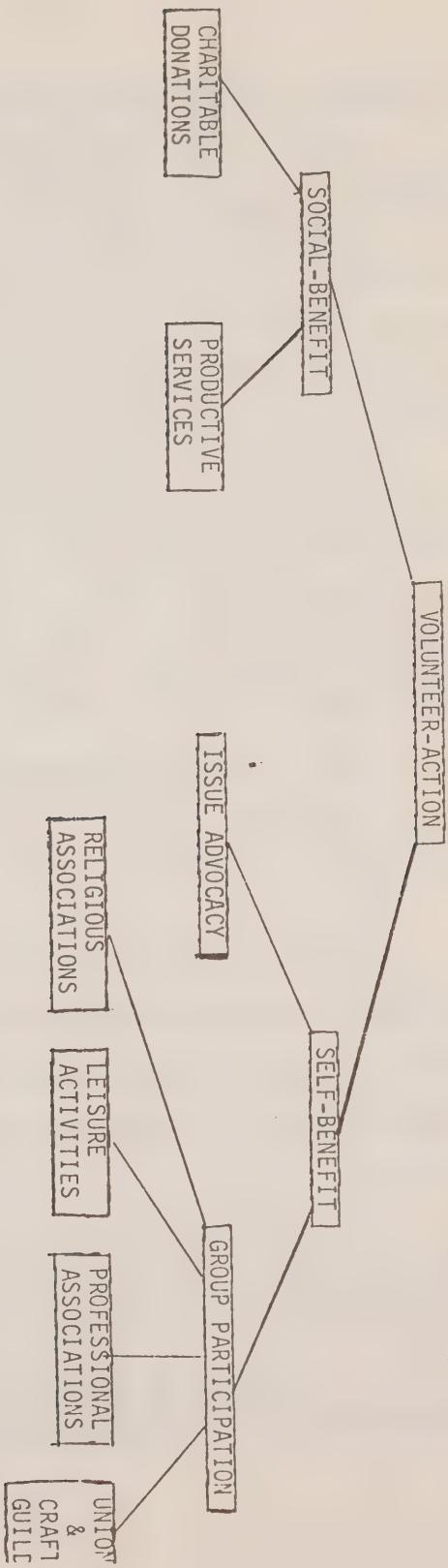
Social-Benefit Actions other than donations on the other hand, clearly fit the definition of Economic Volunteer Services in Section I and are the proper focus for analysis given this report's objectives. Before we pursue this, however, let us use the concept of

5. Indeed, it appears that most volunteers involved in SCBA derive some degree of self-benefit: Thus, the Carter study of Canadian volunteers shows that about 80% of volunteers gave "Self-Interest" as one of two allowed response to the question: what were your reasons for volunteering? See Carter, *op. cit.* p. 27.

6. If "volunteer motivation" were our concern, the inclusion of self-benefit in SCBA would be important.

FIGURE 2

CONCEPTUAL CLASSIFICATION OF VOLUNTEER ACTIONS*



* Terms defined in Table 1.

TABLE 1

DEFINITIONS FOR TERMS USED IN VOLUNTEER-ACTION CLASSIFICATION

DEFINITIONS

<u>VOLUNTEER ACTION:</u> (VA)	This is broadly defined to encompass voluntary association or actions by individuals in a "group" activity other than work-for-pay, formal education family and home activities, and attendance at mass gatherings (latter is to exclude church-going, personal attendance at hockey games, political rallies, etc.). Generally this action implies a formal or informal "Membership" or association in such groups.
<u>SSELF-BENEFIT ACTION:</u> (SFBA)	A volunteer action that does not generally yield a benefit to people other than the participants.
<u>SOCIAL-BENEFIT ACTION:</u> (SCBA)	A volunteer action that yields a benefit to third-parties; it may concomitantly yield a benefit to the volunteer in the form of satisfaction. SCBA's are distinguished from SFBA's in that the latter yield <u>only</u> self-benefit.
<u>CHARITABLE-DONATION:</u> (CD)	An unrequited transfer of economic wealth in any form, exclusive of gifts to family and friends.
<u>ECONOMIC VOLUNTEER SERVICE:</u> (EVS)	Volunteer provision of a service that produces new economic value by means of applying one or more of the conventional economic factors of production-labour, -time, or capital. (See EVS definition in Section I).
<u>ISSUE ADVOCACY:</u> (IA)	Participation in groups concerned with specific issues, usually socioeconomic or environmental in nature, such as housing, poverty, pollution, town or city planning, etc., that affect the participants directly or indirectly. Though these actions may benefit society at large the effect is indirect and widespread, in contrast to the direct and focused benefit provided by EVS.
<u>GROUP PARTICIPATION:</u> (GP)	Involvement in activities that serve the interest or welfare of its members rather than third-party interests, such as leisure (hobby clubs, fraternal organizations), religious, sport, cultural activities, professional associations and union participation, etc.

the SFBA-SCBA dichotomy to see how far it will reasonably take one in devising a more comprehensive classification scheme of volunteer associations. On the SCBA side, we may make a further distinction between: Charitable Donations which merely transfer already existing economic value from one person to another;⁷ and Economic Volunteer Services, which create or produce new economic value. This distinction is exactly analogous to the one made in economics between transfers of wealth (measured by sales of land, capital and stocks) and production of new goods and services (measured by GNP).

On the SFBA side our Third-Person criterion is of little direct help, except to suggest a ranking of actions by the degree to which they may contain an element of social-benefit; this of course results from the imperfect nature of our cutting-tool. Thus, Issue Advocacy may have considerable spill-over effects benefitting people who are not associated or directly involved in the action.⁸ Religious association other than church-attendance (which we exclude by the definition of VA given in Table 1) often involves some degree of charitable action or similar services - e.g., raffles, bazaars, food baskets, etc. In practice this will not be captured under EVS easily for it is not always as constant or as institutionalized as, say, the actions

7. It does not matter whether the transfer is of goods or money - it is still only a "transfer" as distinct from a "creation of value" under EVS.

8. Owners of rusty Fords will presumably benefit from any success the Rust Ford Owner's Association achieves in its public dunning of the Ford Motor Company.

of the Catholic Children's Aid Society. Leisure Activities in groups may also involve occasional events-such as car-washes, festivals etc. which by collecting funds yield some social-benefit, but this will be less true than under Religious Associations. Finally Participation in Professional Associations and Labour Unions is likely to have the lowest component of social-benefit actions.

Though the fundamental agent of volunteer action is the individual, it generally will not be practical to undertake analysis at this level, for information on a steady, systematic basis is more likely to be obtained from agencies or institutions - that is the "groups" which individuals join to volunteer activities. It will be far more fruitful to begin therefore, not by classifying the actions of individuals but by classifying the agencies in which such action occurs.⁹ Toward this end we have outlined in Table 2 a more detailed classification scheme of Volunteer Associations (we use terms group, agency, association interchangeably) somewhat along the lines of industry-classifications frequently used by statistical bodies such as Statistics Canada.

This is done not to define once and for all the categories of Volunteer Association, (for indeed our present interest is only with the Economic Volunteer Service Agencies) but rather to demonstrate that

9. Note that in economic analysis of market activities the same is true: most information is gathered at the firm level. Of course, just as for market activities, some sources of information at the individual level may also be available - e.g., Census data, special statistical surveys, and specific case-studies.

such a classification is as feasible for the social-units in which volunteer actions take place (Social Service Agencies), as it is for the economic-units in which production takes place (firms or industries). We suggest that a comprehensive classification scheme such as that in Table 2, can serve the same purpose in analysis of social action as the Canadian Standard Industrial Classification (SIC) scheme serves for economic analysis.¹⁰

As the relative importance of non-work time increases and as non-economic values take on greater significance in our "Leisure-Age", is it not reasonable to propose a systematic framework for collection and analysis of information related to non-market, non-economic activity? Just as Industry Trade and Commerce has and needs a system of classification such as the SIC, so too government agencies concerned with social action need and should have a Standard Social Agency Classification Scheme (SSAC?). Criticism about the problem of definition and cutting-off points for the categories should be faced and resolved, not used as a reason to refrain from development of such a scheme. Such problems are numerous in industry classification, and sometimes severe enough to cast doubt on the usefulness of the distinction.¹¹ Yet the classifications exist, are widely accepted and used. Just as intelligent use of such economic categories can overcome the definitional

10. For a description see: *The Standard Industrial Classification*, Dominion Bureau of Statistics, 1960, Cat. #12-501

11. In input-output analysis for example, the category in which a firm is put does not always correspond to the categories of all the goods it produces: should a firm that uses aluminum sections to fabricate doors and windows which it then installs in homes, be included under "Metal Fabrication" or under "Construction Contractors"?

short-comings, so too one can presume that the imperfections of a SSAC scheme can be recognized and overcome in analysis of the information.¹²

Of the categories in Table 2, we will make use in this Report only of the classification shown for 2000: Economic Volunteer Service Agencies, hence some further discussion of this group is appropriate. The breakdown is based upon analysis of information made available by the Metropolitan Toronto Volunteer Centre (MTVC) detailing requests made by various agencies for volunteers in which agency description were included; the MTVC also maintains a file of agency descriptions in the form of brochures, booklets, etc. The Community Information Centre of Metro Toronto compiles a guide-book of volunteer agencies entitled *Directory of Community Services in Metropolitan Toronto (The Blue Book)*. From these sources we were able to distinguish first of all six broad categories of Service-Agencies in which volunteer action is relevant: Health and Rehabilitation; Multi-Service Agencies (family-community liaison services); Agencies for Services for the Aged; Correctional Service Agencies; Public Education Agencies; and finally a group of Miscellaneous Agencies whose services were often multi-faceted.¹³ Appendix Table A shows the agencies concerned in the sample of our

12. By analogy to the industry classification problem noted in fn. 11, we may encounter in Social Agencies units such as Community Centres which provide facilities for general community activities of a social, counselling, recreational variety, but include also information and referral service units; should they be in category 2230 (Neighbourhood Houses) or in category 2240 (Information Centres) as shown in Table 2?

13. For illustration, we note that Miscellaneous includes such agencies as the Salvation Army, YMCA, and the MTVC itself.

TABLE 2

A PROPOSED CLASSIFICATION SCHEME FOR VOLUNTEER ASSOCIATIONS

<u>1000</u>	<u>CHARITABLE DONATION AGENCIES</u>
1100	Religious Affiliation Agencies
1200	Local-Level Agencies
1300	National-Level Agencies
1400	International Agencies-General
1500	International Agencies-Third-World Aid
<u>2000</u>	<u>ECONOMIC VOLUNTEER SERVICE AGENCIES</u>
2100	Health and Rehabilitation (H&R)
2110	H&R: General Hospitals
2120	H&R: Hospitals for Mentally Handicapped
2130	H&R: Institutions for Mentally Handicapped
2140	H&R: Hospitals for Physically Handicapped
2150	H&R: Institutions for Physically Handicapped
2160	H&R: Other
2200	Multi-Service Agencies (MSA)
2210	MSA: Family Services-General
2220	MSA: Family Services-Nurseries
2230	MSA: Neighbourhood Houses
2240	MSA: Information Centres
2300	Agencies Providing Services for the Aged (SFA)
2310	SFA: Nursing Homes
2320	SFA: Other
2400	Correctional Services Agencies
2500	Public Education Agencies
2600	Miscellaneous EVS Agencies
<u>3000</u>	<u>PERMANENT ISSUE ADVOCACY GROUPS</u>
3100	Common-Interest Groups
3200	Ethnic Associations
3300	Women's Rights Groups
<u>4000</u>	<u>TEMPORARY ISSUE ADVOCACY GROUPS</u>
4100	Development-Stoppage Groups
4200	Individual Injustice Groups
4300	Miscellaneous Complaints Groups
<u>5000</u>	<u>LEISURE ACTIVITY ASSOCIATIONS</u>
5100	Cultural Associations
5200	Team-Sports Associations
5300	Other Sports and Physical Recreation Associations
5400	Entertainment and Non-Physical Recreation Associations
5500	Other Leisure Activity Associations
<u>6000</u>	<u>RELIGIOUS ASSOCIATIONS</u>
6100	Worship and Self-Education Groups
6200	Financial Support Groups
6300	Charitable-Works Groups
6400	Youth Associations
6500	Social Activity Groups
6600	Other Religious Associations
<u>7000</u>	<u>PROFESSIONAL ASSOCIATIONS</u>
7100	Non-Licensing Associations in Free Professions
7200	Academic Associations
7300	Business Associations
7400	Agricultural Associations
<u>8000</u>	<u>UNIONS & CRAFT GUILDS</u>
8100	Labour Unions

study classified according to the categories of Table 2; it illustrates both the viability and the remaining problems in the task of developing a classification scheme. As these issues speak for themselves in a perusal of Table 2 and Appendix Table A, and as the main task of this report is less limited than to devise the definitive classification scheme, we need not say more on the matter.

Before we go on to Section III and the question of classifying tasks done by volunteers, we may make a few observations on the relative numerical importance of the different categories, as evidenced by the MTVC sample. Table 3 presents a breakdown by agency type of the number of agencies requesting volunteers in 1975, and the numbers of volunteers requested. Of the 322 agencies, 269 (or 84%) appear to fall into our major group 2000: Economic Volunteer Services; as to volunteers, 4,890 of 5,334 (or 92%) were requested by agencies in group 2000. Thus it is first of all clear that, as far as volunteer requests made to the Metro Toronto Volunteer Centre are concerned, by far the largest portion comes from agencies which engaged volunteers in economic productive services.

Within the EVS group, the Multi-Service Agency group, and within this in particular Neighbourhood Houses (2230), include the largest number of agencies requesting volunteers - 53% and 14.5% of the EVS total respectively. The Health and Rehabilitation group (2100) accounts for a slightly smaller proportion at 30.4%, but in terms of volunteers requested this is clearly the most important group with 46.8%. It is General Hospitals in particular that appear to make the greatest

demands as Table 3 shows, with 732 volunteers requested accounting for 15% of the EVS total.

The percentage distributions for number of agencies and number of volunteers differ considerably in a number of cases, reflecting the differing nature and size of the agencies. It should not be a surprise that the ratio between the percentage of volunteers and percentage of agencies in each category - as shown in the last column of Table 3 - is high for Health and Rehabilitation and low for Multi-Service Agencies. In the former one finds mostly hospitals and related institutions, generally large units operated with large paid staffs, each capable of using large numbers of volunteers. In the other group we find nurseries and day care centres, community centres and so on; these are most often quite small units with at most a handful of staff-members. Thus, though there are large numbers of individual multi-sized agencies in the category 2200, Multi-Service Agencies, their volunteer needs (and absorption capacity) are on average far smaller. The significance of this to the present study is the demonstration of the need for two distinct pieces of information on volunteering. It would appear that government agencies such as the National Advisory Council on Voluntary Action (NACVA) should collect information both on numbers of relevant agencies, and on the number of volunteers involved in each agency, for the two are not always highly correlated.

Table 3 also shows the importance of group 2300, Services for the Aged which comprises about 18% of the agencies and requests 12% of

TABLE 3

VOLUNTEER AGENCIES SERVED BY METRO TORONTO VOLUNTEER CENTRE IN 1975

By Category of Service

CATEGORY OF AGENCY Code #	Title	Agencies Requesting Volunteers		Total Volunteers Requested		Ratio of % Volunteers to % Agencies No. (%)*
		No.	(%)*	No.	(%)	
2100	Health and Rehabilitation	82	(30.4)	2,288	(46.8)	1.54
2110	General Hospitals	27	(10.0)	732	(15.0)	1.50
2120	Hosp. Mentally Handicapped	3	(1.1)	208	(4.3)	3.91
2130	Inst. Mentally Handicapped	21	(7.8)	441	(9.0)	1.15
2140	Hosp. Physically Handicapped	5	(1.9)	351	(7.2)	3.79
2150	Inst. Physically Handicapped	13	(4.8)	399	(8.2)	1.71
2160	Other	13	(4.8)	157	(3.2)	.67
2200	Multi-Service Agencies	95	(35.3)	1,165	(23.8)	.67
2210	Family: General	17	(6.3)	400	(8.2)	1.30
2220	Family: Nurseries	23	(8.6)	187	(3.8)	.45
2230	Neighbourhood Houses	39	(14.5)	446	(9.1)	.63
2240	Information Centres	16	(5.9)	132	(2.7)	.46
2300	Services for the Aged	50	(18.6)	585	(12.0)	.65
2310	Nursing Homes	28	(10.4)	507	(10.4)	1.00
2320	Other	22	(8.2)	78	(1.6)	.20
2400	Correctional Services	12	(4.5)	149	(3.0)	.67
2500	Public Education	15	(5.6)	420	(9.6)	1.71
2600	Miscellaneous	15	(5.6)	233	(4.8)	.86
2000	Economic Volunteer Services	269	(100.0)	4,890	(100.0)	
All Agencies Total		322		5,334		

Source: Category types as in Table 2; data from MTVC 1975 Request List. Percentages are calculated for Category 2000 Economic Volunteer Service.

the volunteers. Finally, the remaining groups - Correctional Services, Public Education, and Miscellaneous - each account for about 5% of agencies; though smaller they are clearly not empty sets but are significant enough to warrant separate attention and tabulation. Note that the percentage of volunteers by Education Agencies (9.6%) exceeds its agency-numbers percentage (5.6%), probably for reasons similar to the above given for Hospitals. That is, schools using volunteers are large units and can absorb on average greater numbers of volunteers than, for example, Day-Care Centres and Nurseries (2230).

In concluding this section, let us note a few comments on interpreting Table 3 data, and suggest some better sources of data to which the Table 2 categories may be applied in systematizing information on voluntarism in Canada. First of all, the MTVC sample is limited to requests made and not necessarily actual placements. A more serious short-coming of the sample may be that the MTVC services for volunteer - referrals are not systematically used by agencies of all types. Certainly agencies in categories 3000 to 8000 are much more likely to recruit their own volunteers ("members" might be more appropriate for most of these groups). More important however, may be the bias in Charitable Donation Agencies (and perhaps also Hospitals), against using the MTVC; such agencies will often have their own system of recruitment. That this is so for Charities was suggested by the paucity of requests in the sample for "canvassers" and "organisers" by such agencies as the United Way. The above remarks will necessarily qualify the applicability of the MTVC data, for it is then not clear how representative the sample is. Perhaps most telling of the state of information on voluntarism in Canada is the impasse we faced in this

sample problem: there are no data of any sort that would permit one to perform even the crudest test for the representativeness of the sample.

Only when a Canadian Census or an extensive Government Survey provides us with information on volunteers (as is the case in the U.S.), will one have a truly reliable basis of comparison. Perhaps in the meantime a few other sources may be analyzed within the framework of the categories outlined in this section to further clarify the issue. I have in mind in particular the following 1) The Cooperstock survey of 1976 done for the NACVA; 2) The Brian Land Directory of Voluntary Associations in Canada; and 3) The MTVC's so-called "Blue Book" listing a large number of agencies and describing briefly their work. Each of these could be used to "fill" the categories of Table 2, an analysis which would contribute further to an understanding of the nature of volunteer action in Canada.

III. OCCUPATIONAL CLASSIFICATION OF VOLUNTEER WORK

Labour economists are interested in knowing both what proportion of the labour force is engaged in the metal-manufacturing sector, and what proportion of the labour-force is comprised of lathe-operators in all sectors of the economy. Analogously the analyst of volunteer activity should be interested in knowing both what proportion of volunteer activity occurs in (e.g.) Correctional Service Agencies, and what proportion of volunteers are arts and crafts supervisors, in whatever agency-type they may be doing this. Section II developed a scheme to permit systematic analysis of the first types of issues: the

categorization there was done by the nature of the "output" or service performed by agency units (analogous to firms). The second type of issue requires a categorization of volunteer activity of individuals by the nature of the task or input. In economic analysis this is given by occupational classification schemes such as that described in the Canadian Classification and Dictionary of Occupations, 1971 which was developed by the Department of Manpower and Immigration and used by Statistics Canada in the 1971 Census. In this section we will outline a proposed classification scheme for volunteer activities along occupational lines. The scheme detailed in Table 4 resulted from analysis of the various job names and job-descriptions provided in the MTVC Request Sheets of our study sample. Much insight on this was also provided by the cited work of Novia Carter, which concerned itself inter alia with the nature of volunteer's jobs.

As with the classification of agency by type of service performed, the scheme presented in Table 4 is far from permitting unequivocal labelling of jobs done by volunteers. Many gray zones will occur, but just as in Section III, we contend that a scheme without gray zones is impossible to attain, and that widely used classification schemes of similar sorts are used in other analysis despite shortcomings - (e.g., Canadian Occupational Classification for 1971). It behooves us, however to point out where the most serious definitional problems arise.

Even with a good job description, it is not easy to decide in all cases whether someone responsible for organizing group sessions

TABLE 4
A PROPOSED OCCUPATIONAL CLASSIFICATION SCHEME
FOR WORK DONE BY VOLUNTEERS

<u>Suggested Code #</u>	<u>Title</u>	<u>Code # of Category used in later analysis*</u>
<u>1000</u>	<u>Managerial & Administrative Work</u>	
1100	Executive Positions	
1200	Co-ordination & Administration	(1)
1300	Committee Work	
<u>2000</u>	<u>Supervisory Work</u>	(2)
2100	Arts & Crafts Supervision	
2200	Recreation & Sports Supervision	
2300	Other Supervisory Activities	
<u>3000</u>	<u>Counselling Services</u>	
3100	Parole & Probation Counselling	(3)
3200	Family & Personal Counselling	(4)
<u>4000</u>	<u>Family Support & Domestic Services</u>	
4100	Foster Relative Activity	(5)
4200	Friendly Visiting	(6)
4300	Home-Making Aid	(7)
<u>5000</u>	<u>Medical Services</u>	
5100	Skilled Medical Services	
5200	Nursing Services	
5300	Nursing Assistance & Orderly Work	
5400	Medical Therapy Services	(8)
5800	Therapy Assistance	(9)
5600	Medical Technician Services	
<u>6000</u>	<u>Educational Services</u>	
6100	Professional Library Work	(10)
6200	Library Assistance	(11)
6300	Teaching	(12)
6400	Teaching Assistance	(13)
<u>7000</u>	<u>Skilled & Technical Services</u>	
7100	Interpreting & Translating	(14)
7200	Driving	(15)
7300	Child-Care	(16)
7400	Miscellaneous Skilled Services	(17)
<u>8000</u>	<u>Clerical & Related, & Other Services</u>	
8100	Clerical & Sales Help	(18)
8200	Information Giving & Receptionist Work	(19)
8300	Canvassing	(20)
8400	Miscellaneous Unskilled Services	(21)
<u>9000</u>	<u>Legal Services</u>	

* Not all work categories in this Table were included in the MTVC sample; the ones that were, and are used in further analysis in this Report, are numbered in the last column from 1 to 21.

in yoga at a large YMCA branch is a Co-ordinator (1200 in Table 4) or a Recreation Supervisor (2300 in Table 4); clearly in most cases of supervision some element of co-ordination and administration is involved even if the reverse is not true. The guideline one might use (as was done in the study of the MTVC sample) was to categorize as Co-ordination and Administration only those jobs which had essentially no group-session supervision content. This implies that the category is reserved for relatively high-level co-ordination of (probably) several different activity programs. Similarly, many jobs in day-care and nursery centres involve both an element of relatively simple Child Care (7300) and an element of relatively more skilled Teaching (6300). The best argument for including such jobs in Teaching is that Kindergarten Teachers in Schools are included in the category, hence why not those who work with pre-schoolers. The guideline used to decide upon unclear cases¹⁴ was that senior personnel at Nursery Schools (or Day-Care Centres which were more than mere baby-sitting centres) were called Teachers (whereas assistants and others were included in the Child Care category).

A third important gray zone is that between the Family and Personal Counselling (3200) work and some of the Family Support work akin to the function of a professional Social Worker: Foster Relative (4100) and Friendly Visiting (4200) activities. Though it must be accepted that the latter, when fruitfully performed, often achieves the effects of counselling on personal, legal, financial and other matters

14. Not all are fuzzy; baby-sitters required at evening classes for immigrants are clearly to be categorized under 7300. Child Care, and not under 6400 Teaching Assistance!

that explicit Counselling Services do, we have for this study used the explicit description of the activity as a guide for categorization. Thus we consider Big Brothers, Big Sisters, Foster Relatives and Friendly Visitors as doing something different from Counsellors on family problems - e.g., being there to be with a young boy in loco parentis for a game of baseball, a movie, a walk in the park etc. The possibility that while eating an ice-cream cone on a park bench, the Big Brother will clarify to a confused teen-ager the distinctions between a public vocational school and a commercial educational establishment providing courses on computer programming, is incidental to our classification.¹⁵

Despite its shortcomings, the scheme outlined in Table 4 proves extremely useful for two purposes. First and beyond the scope of the present Report, it permits one to organize large amounts of data on voluntarism (actual and potential) in a way that is useful for analysis of the nature of inputs required, qualifications needed, etc.

Many categorizations used previously for volunteer action unfortunately combine the nature of the work done by the individual with the nature of the service agency in which the work is done. Thus for example, in Table 5 which reproduces the categories used in Carter's study, one

15.. By the same token, we do not call a teacher or clergyman a psychologist even if they often perform exactly the same function as a psychologist. Nor does this convention of labelling diminish the importance of such "extra-occupational" actions.

sees some categories that are purely occupational (volunteer driving, clerical, day care, etc.); but a large number of the categories refer essentially to the agency-type in which the work is done (e.g., Work with youth, Helping families, Work with immigrants). In contrast, the scheme we present in this section permits a far clearer understanding of the nature of volunteer work according to the individual's task. It allows a more precise identification with well-known occupational titles used in economic and labour-market analysis, and it permits one to define more clearly the skill-levels and technical requirements for job descriptions. Further, when combined with the classification scheme developed in Section II for types of service agencies, the occupational classification of Table 4 permits a detailed analysis of the various occupational-skill levels of volunteer use in each different type of agency. (A glance at Table 7 in the next section will clarify our meaning here).

The second purpose well served by the classifications of Table 4 is our objective of estimating the worth of the economic-services volunteers provide in dollar terms which may be compared to conventional GNP accounting. Because the service or output of a volunteer task is most often not paid for according to a market-price tag,¹⁶ we cannot

16. We say "most-often" because in certain cases there is a payment; a hospital patient "pays" for the full service via the medicare scheme, even if part of the service is provided by an unpaid volunteer. However, the portion provided by the volunteer cannot in any event be easily distinguished from the total.

TABLE 5

EXAMPLE OF VOLUNTEER-WORK CATEGORIZATION WHICH DOES NOT DISTINGUISH
NATURE OF INDIVIDUAL'S TASK FROM NATURE OF SERVICE AGENCY

Work with youth (recreational/informal)
Church/synagogue work
Friendly visiting
Work with emotionally disturbed
Volunteer driving
Emergency or regular health care
Helping families with low income
Educational/tutorial services
Candy stripger (hospital)
Labour group
Sales (e.g., used furniture, cookies, etc.)
Clerical (typing, interviewing)
Work with immigrants
Day care - infants and children
Cultural and community centres
Fund-raising
Board and committee work
Citizen group work

Source: p. 20 in Carter, op. cit.

add up values of final sales as one would to estimate market-based GNP according to the "Expenditure on Goods and Services" approach Statistics Canada uses. But not all GNP items are so computed; the value of services of the government and of educational institutions (and even medical care to some extent) is calculated not according to the dollar-value of the output "sold" but rather by the dollar-value of the inputs used - i.e., the labour and capital costs of the activities in question.

We can apply the same principle in the case of Volunteer Work¹⁷ if we can measure the quantity input of labour (hours) by volunteers and the market-replacement value of this. Our classification scheme is most useful for the latter inasmuch as it clearly identifies an occupational category of volunteer work for which one may then find a market equivalent with a known price or wage. We develop this more fully in Section VI, and have only noted it here to emphasize the following point: the more traditional classifications (as Table 5 exemplifies) would not be amenable to such a procedure, for the categories confuse the tasks of the individual and the nature of the agency and do not permit one to find an equivalent market-wage for the hours of volunteer work done. Thus, even if we know the hours worked in "Helping families" and "Work with immigrants" (Table 5 categories) we cannot apply an equivalent market occupation's wage to these hours, for

17. This procedure and the theoretical justification for it has been more fully developed for Household Work, by O. Hawrylyshyn in "A Review of Recent Proposals" and "Towards a Theoretical Definition...", *op. cit.*

the category title does not tell us enough about the nature of the tasks that must be performed.

As a final note on the type-of-work classification, we show in Table 6 the number of volunteers and percentage distribution by categories of work for the sample of the MTVC Request Sheets for 1972-75. As for the categorization of agency types, we see that the groups are by no means empty ones; indeed the ones that are small (Managerial, Medical, and Legal for which no observations were available) are cases where the MTVC sample is probably biased downward. Thus, the lack of samples for Charities means less instances of co-ordinating, and committee-participation in the organization of fund-raising. Similarly, the abilities of large hospitals and clinics to recruit volunteers without aid from the MTVC may explain the absence of any skilled-medical or medical-technician volunteers in our sample. Also the MTVC is not the likely conduct for channelling volunteers with legal-skills (lawyers, law students) to volunteer work in legal-aid agencies. It is interesting to observe the relative importance of the groups: the largest are in order Family Support, Skilled-Technical, Clerical & Other. Inasmuch as the first and third groups by size (4000 and 8000) may be said not to require any specific vocational skills or training,¹⁸ we may think of these two groups as low-skill and

18. Clerical-stenographic work clearly does, but we would without prejudice judge these to be low-level skills and thus justify our believed cut-off. In any event, this is compensated by the inclusion of Child-Care under Skilled-Technical, and it should be clear that many Child-Care jobs do not require a "skilled" person in the formal-training or technical ability sense of the work "Skilled".

TABLE 6
DISTRIBUTION OF VOLUNTEERS IN MTVC 1972-75 SAMPLES BY
CATEGORY OF WORK

<u>Code #</u>	<u>Title</u>	<u>No. of Volunteers</u>	<u>% of Total</u>
1000	Managerial	49	2.0
2000	Supervisory	346	14.0
3000	Counselling	375	15.2
4000	Family Support	528	21.4
5000	Medical	105	4.2
6000	Educational	172	7.2
7000	Skilled & Technical	470	18.9
8000	Clerical & Other	422	17.1
9000	Legal	-	-
		2,467	100.0

unskilled categories; together they comprise 38.5% of the total. Even if we include Driving (accounting for 6.9% as Table 6 shows) as an essentially unskilled task, it is still true that "unskilled" work comprises less than half of volunteer requirements at 45.4%. This conclusion is strengthened by the earlier recognition that a number of the higher skill level categories (Managerial, Medical, Legal) are undoubtedly under-represented by the MTVC sample.

IV. THE NATURE OF VOLUNTEER WORK: A CASE STUDY

1. Description of Data Sample

The Metropolitan Toronto Volunteer Centre (MTVC) is essentially a volunteer referral and information dissemination agency. Service agencies requiring volunteers of any kind may complete a "Request for Volunteers" form (an example of one is included here as Figure 3) specifying their need. The potential information provided is quite substantial and clearly pertinent to the first basic question of our study: WHAT DO VOLUNTEERS DO. To the extent that it provides data on time use of volunteers by type of job, it is an ideal source for the dollar estimation procedure explained in Section III and thus directly applicable to our second basic question: WHAT IS THE ECONOMIC VALUE OF VOLUNTEER SERVICES. In practice of course, it is found that the data is made imperfect by omission and vagueness of information. Despite some shortcomings, a sample of 568 such Requests for the period 1972-75 proved to be extremely useful to our purposes. We were able

to obtain this sample with the valuable co-operation of the MTVC¹⁹ and found that it covered requests by 186 agencies for nearly 2500 individual volunteers and over 12,000 hours of time per week. This is clearly not an insubstantial sample. Indeed, as Table 7 shows, well over half the EVS type agencies utilizing MTVC referrals are represented,²⁰ and the sample covers 16-17% of all volunteers requested.

In terms of numbers of volunteers this sample is in fact more than twice as large as the one employed by the Carter study, by far the most thorough empirical analysis of voluntarism in Canada. However, it must be recognized that the Carter study's sample is more randomly selected and covers all of Canada. As we have already noted in Section II, our sample may be biased to the extent that not all agencies rely on MTVC referrals to the same degree, and for the same categories of volunteers. But such a potential bias (which we cannot unfortunately measure for lack of a more comprehensive data base), is probably limited to a few agencies and work categories, and the representativeness for each group (shown in Tables 3 and 6) does not appear unreasonable.

The raw data from the Request Sheets was summarized in a cross-classification using the EVS agency-type categories of Table 2, and the relevant work type categories of Table 4. We present this summary

19. We are grateful in particular to Helen Gough of the MTVC for her invaluable assistance and to Jean Shek for help and permission to utilize the data.

20. In Table 7, we show only the number of agencies for 1975, as the figure for the whole period was unavailable. It appears, however that agencies remain the same, hence the total number of agencies which made requests over 1972-75 is not likely to be much higher than the 269 in 1975.

FIGURE 3
EXAMPLE OF METRO TORONTO VOLUNTEER CENTRE REQUEST FORM

REQUEST FOR VOLUNTEERS

VOLUNTEER CENTRE OF METROPOLITAN TORONTO
344 Bloor Street West, Room 207 Toronto M5S 1W9
961-6888

DATE: 23 April 1976

ORGANIZATION: The Hospital for Sick Children

ADDRESS: 555 University Avenue (Gerrard & University)
(Please include nearest major intersection*)

Toronto M5G 1X8, Ontario PHONE: 597-1500 (Extension 1698 or 2134)

LOCATION OF PROGRAM: *
(*AS ABOVE)

Mr

requested by Mrxx Miss

TITLE: CO-ordinator of Volunteers

TYPE OF JOB: Recreation

PROGRAM SCHEDULE: Day or Days Monday - Friday (No program Sat. at present)
Sun. afternoon ok
Time periods (9-11:30) (2-4:30) (6-8p.m.)

Termination Date on-going all year

Commitment Expected Min: 1/2 day 3 months Max:

NO. OF VOLUNTEERS REQUIRED: always changing positions available in daytime all the
time...no problem with evenings.

REQUIREMENTS FOR JOB: Male X Female X Age Min 18
Max

Specifics:

JOB DESCRIPTION: To assist Recreation Staff in providing activities for children
- ages from the very young to teenage patients. Volunteers work
primarily with preschool up to 12 years of age..and with groups
instead of a 1-1 basis.

ORIENTATION/LEARNING SESSIONS/SUPERVISION:

Orientation...on-going training by staff....

BENEFITS/EXPENSES:

No expenses....free coffee...reduced parking for those working
all day...some volunteers purchase their own smock.

AGENCY DESCRIPTION: General Hospital for Children

Office Use Only:
Requests Re other programs

TABLE 7

REPRESENTATIVENESS OF MTVC 1972-1975 SAMPLE

	<u>EVS type Agencies</u>	<u>Number of Volunteers</u>
Sample of 568 Requests	186	2,467
Total Requests 1972-75	-	14,150*
Total Requests 1975	269	<u>(not relevant)</u>
Proportion in Sample	.69	.174

*Source: 1975 Annual Report of MTVC; in fact the 1972 figure is not given hence we approximate the value at something slightly less than 1973 given the rapid growth over 1973-1975.

in Appendix Table B, which shows the number of requests made in each group, the number of people requested, and the hours of work per week, per-person that were expected. From this we calculated, where hours per week data was available, a weighted average value of hours per week in each category of work, shown at the bottom of the hours per week column. Also, we show in the fourth column of each work-category total hours per week for all volunteers in the given agency type. From this table we observe that each agency category has at least 60 volunteers, except for Multi-Service Agencies: Family-General in which only 21 volunteers were requested. As to work categories, there are a few in which less than 50 volunteers are represented. Medical skilled (20), Librarian-Professional (1), Librarian Assistant (22), Interpreters (4), and Canvassers (15). Except for Medical Skilled and Canvassers, these low numbers are not unreasonable however, for these are not likely to be large categories in relation to total volunteer activity.

2. What Type of Services Agencies Engage Volunteers?

The first insight into the nature of volunteer work provided by our sample concerns the distribution of the use of volunteers by different categories of agencies. In Table 8, the data of Appendix Table B on the number of people requested and the total hours of work per week (Cols. 2 and 4) have been reformulated into percentages reading down the columns. Thus, the first column of Table 8 shows how all volunteers doing Co-ordination and Administration works are distributed among agency types: 20% were in MSA: Family, General; 77.5% were in MSA: Neighbourhood Houses; 10.2% were in the Miscellaneous category. The last two columns of the Table show the distribution of People and

TABLE 8

REQUESTS FOR VOLUNTEERS AT METRO TORONTO VOLUNTEER CENTRE

Percentage Distribution of People and Weekly Hours by Agency Type

(6)	(7)	(8)	(9)	(10)	(11)
Total hrs.	People	Total hrs.	People	Total hrs.	People
.023		1.00	1.00	.153	.244
-				.047	-
.004				.165	.090
.020				.447	.325
.004				.188	.342
.039	.968	.981		1.00	-
.055					
-	.016	.019			
.745	.016	-			
.017					
.019					
.00008					
1.00	1.00	1.00	1.00	1.00	1.00

(18)		(19)		(20)		(21)		TOTAL ALL CATEGORIES	
Total hrs.	People	Total hrs.							
.431	.016	.009		.523	.498	.100		.089	
	.041	.059		.220	.315	.032		.052	
.006						.057		.029	
.002						.054		.027	
.023	.041	.026				.096		.116	
.019						.008		.003	
.039						.130		.110	
-						.029		.026	
.030	.041	.147				.083		.082	
.042	.837	.759				.054		.052	
.003						.132		.194	
.060						.025		.016	
.013						.123		.090	
-						.032		.023	
.331	.024	-	1.00	1.00	.019	-		.045	.091
1.00	1.00	1.00	1.00	1.00	1.00	1.00		1.00	1.00



Hours for all work categories. And it will be on this that we focus our present analysis. To facilitate presentation we reproduce this information in Table 8A.

The first point to note is that for each agency type, its percent share of total hours (second column) often deviates markedly from share of volunteers (first column). This reflects a variation in the weekly average amount of work per person expected in different types of agencies as we consider this matter further in part 4 of this Section, here we will look at each of these columns separately.

The distribution of all volunteers by agency (first column) shows that no one type of agency predominates. The range of the distribution goes from a low of 0.8% in Other Health and Rehabilitation to a high of 13.2% in Homes for the Aged. The three highest demand agencies (Family-General; Homes for the Aged, and Correctional Services) account for 38.5% of the total while the three lowest (Other H&R, Nurseries, and Other Services for the Aged) account for 6.2%.

The entire Health and Rehabilitation category (group 2100) is clearly the largest, demanding 35% of volunteers in our sample. If, as noted earlier, the MTVC sample is downward biased, this figure is in fact even higher; it is not then inconceivable that nearly half of all EVS-volunteers would be found to work in the Health and Rehabilitation Section. The Multi-Service Agency Section (group 2200) accounts for 30% of volunteers in the MTVC sample, and seems therefore nearly as high as H&R. However, given the supposed bias, this may overstate

the importance of MSA sector which is probably lower, perhaps about 25%. Services for the Aged (Group 2300) use over 15% of all volunteers, while Correctional services (Group 2400) use 12%, Education (Group 2500) only about 3% and 4-5% are in the Miscellaneous group (2600).

If we turn to demand for the total time of volunteers (second column), the picture changes somewhat, but the major outline of the relative importance of groups remains the same. Homes for the Aged (2310) takes the highest share of volunteer time at nearly 20%, with Institutions for Physically Handicapped and General Family Services following at 11.6 and 11.0% respectively. The primary importance of H&R is still evident in terms of hours, as it accounts for 32% compared to 27% for MSA's; again the likely bias in the data suggests that the "true" percentages would point to an even higher share of H&R and a somewhat lower one for MSA. As with numbers of volunteers, the third major grouping sharing in the time of volunteers is Services for the Aged with 21% of the total followed by Correctional Services and Miscellaneous both with 9%, and Educational Services with about 2%.

To reiterate, the data suggest the following ranking of broad agency groups according to the approximate share of volunteers and volunteer time.

Health and Rehabilitation	(35% or more)
Multi-Service Agencies	(25% or more)
Services for the Aged	(15-20%)
Correctional Services	(10%)
Educational Services	(2-3%)
Miscellaneous Services	(4-9%)

The more detailed analysis verifies a suggestion in Section II that though the number of agencies in the MSA group is higher than in the H&R group, the amount of volunteer work is higher in the H&R agencies. At a more disaggregated level we conclude that the agencies requiring most time are: Homes for the Aged, Correctional Services, General Family Agencies, General Hospitals and Institutes for the Physically Handicapped. These "labour-intensive" service agencies account for 58% of all volunteers and 60% of all volunteer time.

If one looks at the full detail in Table 8, perhaps, what is most striking is that there are not as many blank spaces as one might expect; clearly most agencies uses several different types of volunteer labour, or what comes to the same thing, most work-categories are found in several different types of agencies. As shown in Table 9 only two agency groups of Table 8 use less than 5 types of labour: Nurseries use only 3 types of labour (Counselling: Other, Driving, and Child Care); and Education Services uses only 4 (Supervision, Teaching, Teaching Assistance, and Child Care). Of the fifteen agency groups, we find that six require services of at least 9 different types of labour, and in one case (Miscellaneous) as many as 14.

It is beyond our scope to analyze in fine detail how the use of different categories of volunteer labour varies from one agency type to another. To some extent the data speaks for themselves, and some of the highlights have been noted. But more important, we may conclude from a briefer consideration of this issue the following: the nature of volunteer activity is quite diverse and the character of the agency

TABLE 9

DIVERSITY OF VOLUNTEER WORK DONE IN EACH AGENCY TYPE

<u>Code No. of Agency Type</u>	<u>Number of Different Work-Categories for Volunteers Used in Agencies</u>
2110	9
2120	6
2130	9
2140	7
2150	9
2160	5
2210	10
2220	3 *
2230	12
2240	8
2310	8
2320	6
2400	7
2500	4 *
2600	14

* Agency groups using four types of labour.

in which volunteers do their work is never enough to tell us what exactly it is they do. It is therefore necessary to have a categorization by the type of work actually performed by individuals, and to study this as a separate question. We turn now to that issue.

3. What Type of Work do Volunteers Perform?

Table 10 shows the percentage distribution in our cross-classification across the rows, that is for each agency type the share in total volunteer work of that agency type coming from the different work-categories. This is done both for the number of people and the total hours of work, and the summary for all agencies (the bottom two rows of Table 10) is reproduced for easier reading as Table 10A. (Ignore for the moment the last column in this Table).

By far the largest categories, whether measured in share of volunteers or share of volunteer hours, are Supervision and Friendly Visiting, which together account for about 30% of volunteer effort in our sample. If we add to this the next four categories in order of size - Parole Counsel, Child Care, Clerical, and Driving - we account for 60% of all volunteers and 58% of all volunteer time.²¹ These six groups are of first-order-of-importance. A second set, of second-order-of-importance comprises four categories accounting for about 5-7%

21. Ranking by share of time, Other Counselling and Misc. skilled are slightly above Driving, however, both of these are cases where hours per week estimates are inflated by currently exceptional demands. 15 hrs. per week for Brailists at the CNIB and 18 hrs. per week for counsellors for the YWCA.

TABLE 10

REQUESTS FOR VOLUNTEERS AT METROPOLITAN TORONTO VOLUNTEER CENTRE
Percentage Distribution of People and Weekly Hours by Work Category

CATEGORY	REQUESTS FOR VOLUNTEERS AT METROPOLITAN TORONTO VOLUNTEER CENTRE																				
	CO-OP SUPERV.	PAROLE	PSY-SEL	FOSTER	VISIT HOME	MEDIC.	THE ASSIST.	LIB. P/P/P	L/LZ.	ASSIST.	TEACH	TEACH ASSIST.	TRANSL.	DRIVING	CHILD CARE	W/S/C. SKILL/CER.	INFO	CANVASS	M/S. UNITS	TOTAL	
2110	People	—	.150	—	—	—	.05	—	—	.054	—	—	—	.042	—	.083	.371	.008	—	.233	1.03
2120	Total hrs.	—	.141	—	—	—	.05	—	—	.053	—	—	—	.037	—	.075	.373	.006	—	.235	1.00
2130	People	—	.064	—	.256	—	—	—	—	.256	.051	—	—	—	—	—	.064	—	.308	1.00	
2140	Total hrs.	—	.016	—	.127	—	—	—	—	.508	—	—	—	—	—	—	.063	—	.286	1.00	
2150	People	—	.037	—	.223	.037	.112	—	—	.104	—	.030	—	.007	.269	—	.007	.317	—	—	1.00
2160	Total hrs.	—	.046	—	.171	.057	—	—	—	.060	—	.233	—	.007	.411	—	.017	—	—	1.00	
2210	People	—	.574	—	—	—	.031	—	—	.295	—	—	—	.008	.008	.008	—	—	—	1.00	
2220	Total hrs.	—	.669	—	—	—	.030	—	—	.229	—	—	—	.006	.006	.060	.006	—	—	1.00	
2230	People	—	.237	—	—	—	.233	—	—	.069	—	—	—	.007	.176	.07	.007	—	—	1.00	
2240	Total hrs.	—	.156	—	—	—	.153	—	—	.057	—	.057	—	.010	.533	.015	.012	—	—	1.00	
2250	People	—	.060	—	—	—	.476	—	—	—	—	.093	—	—	.238	—	.190	—	—	1.00	
2260	Total hrs.	—	.003	—	—	—	.054	—	—	.325	.073	.191	—	.003	.263	—	.474	—	—	1.00	
2270	People	—	.057	—	.102	.284	.069	.158	—	—	—	—	—	.221	.073	.013	.003	—	—	1.00	
2280	Total hrs.	—	—	—	—	—	—	—	—	—	—	—	—	.236	.082	—	.027	—	—	1.00	
2290	People	—	.190	—	.220	.005	.125	—	—	—	—	—	—	.028	.92	.028	—	—	—	1.00	
2310	Total hrs.	—	.269	.061	—	.151	.002	.131	—	—	—	—	—	.016	.994	.005	.006	—	—	1.00	
2320	People	—	.008	—	—	—	—	—	—	—	—	—	—	.051	.11	.070	.005	—	—	1.00	
2330	Total hrs.	—	.009	—	—	—	.006	—	—	—	—	—	—	.004	.133	.028	.028	—	—	1.00	
2340	People	—	.323	—	—	—	.549	.003	—	—	—	—	—	.023	.054	.023	.023	—	—	1.00	
2350	Total hrs.	—	.189	—	—	—	.747	—	—	—	—	—	—	.014	.664	.014	.014	—	—	1.00	
2360	People	—	.083	—	—	—	.167	—	—	—	—	—	—	.019	.006	.006	.006	—	—	1.00	
2370	Total hrs.	—	.135	.033	—	—	.211	—	—	—	—	—	—	.008	.384	—	.595	—	—	1.00	
2380	People	—	.007	—	.784	—	.051	—	—	—	—	—	—	.003	.033	.033	.320	—	.047	1.00	
2390	Total hrs.	—	—	—	—	—	—	—	—	—	—	—	—	.002	.003	.003	.003	—	.039	1.00	
2410	People	—	.025	—	—	—	—	—	—	—	—	—	—	.008	.450	—	.001	—	.002	1.00	
2420	Total hrs.	—	.042	—	—	—	.190	.048	—	—	—	—	—	.007	.012	.012	.133	—	.133	1.00	
2430	People	—	.330	—	.131	—	.048	.012	—	—	—	—	—	.004	.071	.071	.071	—	.084	1.00	
2440	Total hrs.	—	.561	.037	.060	—	.381	.029	.002	—	—	—	—	.004	.004	.004	.007	—	.007	1.00	
2450	People	—	.094	.053	.047	.142	.025	.008	.034	—	—	—	—	.005	.052	.052	.002	.033	.071	1.00	
2460	Total hrs.	—	.110	.073	.070	.036	.094	.018	.026	.019	—	—	—	.005	.024	.024	.010	.001	.056	1.00	

each: Other counselling, Teaching, Miscellaneous Skilled and Information Giving. The remaining eleven categories are of far lesser significance, and in total account for only about 20% of volunteer work.

Most of the work-categories (representing different types of labour or skills) are widely used by the fifteen different agency types, as shown by the last column of Table 10A. In particular note that the four work-categories with the highest dispersion of agencies using them (Friendly Visiting is done through the aegis of 12 different agency types; Child-Care in 9; Clerical Work and Related in 12; and Driving in 11), are also included among the highest six categories by importance of amount of work. Of these latter six, only Supervision and Parole Counselling are narrowly used the last only in Correctional Service Agencies. The fact that Parole Counselling is done only for Correctional Service Agencies is not of course surprising, as the job so defined is clearly a highly specific one. There are three other cases of work-categories used in only one agency type: Medical-Skilled, Library-Professional, and Canvassing. In all cases the reason is probably the very small size of our sample for these categories, (as seen clearly in Appendix Table B). Even though Skilled Medical work is highly specific, one might expect in a more representative sample to find it in a number of different agencies even beyond the six groups in Health and Rehabilitation.

Interpreting and Translation work is used only by two types of Agencies, Neighbourhood (or Community) Centres and Information Centres; this reflects the particular need for such services among

TABLE 10A

USE OF VOLUNTEERS

BY CATEGORY OF WORK AND NUMBER OF AGENCY TYPES

IN WHICH CATEGORY ISSUED

<u>Work No.</u>	<u>Category Name</u>	<u>Percentage of People</u>	<u>Number of Total Hrs.</u>	<u>Agency types using the Category</u>
1)	Co-ordination	2.0	2.7	4
2)	Supervision	14.0	11.0	3
3)	Parole Counsel	9.4	7.3	1
4)	Other Counsel	5.8	7.0	5
5)	Foster Relative	4.7	3.6	4
6)	Visiting	14.2	19.4	12
7)	Home-Making	2.5	1.8	3
8)	Medical Skilled	0.8	2.6	1
9)	Therapy-Assistance	3.4	1.9	5
10)	Library-Professional	0.2	0.1	1
11)	Library-Assistance	0.9	0.5	3
12)	Teaching	5.2	2.4	8
13)	Teaching-Assistance	0.9	1.0	4
14)	Interpreting	0.2	0.1	2
15)	Driving	6.9	5.9	11
16)	Child Care	8.4	7.1	9
17)	Misc. Skilled	3.3	7.0	4
18)	Clerical	7.1	7.7	12
19)	Information	5.0	5.6	6
20)	Canvassing	0.6	0.5	1
21)	Misc. Unskilled	4.4	4.7	8
		100.0	100.0	

immigrants who do not have an adequate command of English. For all the other work categories, it is evident that their use is widespread among many agencies.

Let us summarize briefly the main findings on "3. What Types of Work do Volunteers Perform?" The most important categories of work in approximate ranking, and with the approximate share of total volunteer work noted are:

Supervision	(13%)	
Visiting	(17%)	Cumulative Total (30%)
Parole Counselling	(8%)	
Child Care	(8%)	
Clerical	(7%)	
Driving	(6%)	Cumulative Total (60%)
Other Counselling	(6%)	
Teaching	(4%)	
Mis. Skilled	(5%)	
Information Giving	(5%)	Cumulative Total (80%)

The dispersion of work categories among different agencies is considerable, with Visiting, Driving, Child Care, and Clerical and Related work being demanded in about 10 or more agency-types. It appears that only one category of work (small-sample cases being ignored) is so specifically tied to a service that its use is found in only one agency-type: namely Parole Counselling found in Correctional Service Agencies. This large diversity of uses of volunteers strongly supports our view that a framework for data analysis on voluntarism should involve a two-dimensional classification with agency-types and work-categories first separately analyzed, and then combined in a grid such as Tables 8 and 10 show.

4. How Much Work do Volunteers Perform?

We turn finally to the matter of the amount of work done by volunteers, as measured in hours. The basic data of Appendix Table B include, for 98% of the volunteers analyzed there, some information on the weekly number of hours expected. This data forms the bases of the analysis here, and of the subsequent attempt to estimate a dollar-value of volunteer work to be described in Section V.

Overall, the average amount of time worked by volunteers per week is 5.0 hours, but there is considerable variation by work-categories and by agency-types, as Table 11 reveals. Before we analyze these variations, let us note the heartening conformity of this result with the finding of the survey of volunteers upon which the Carter study is based; she concludes (p.xx) "The most common volunteer work assignments require half a day or one day weekly, although 12 percent give three or more days weekly." As half a day suggests an overall average somewhat above 4, the above quote suggests an overall average somewhat above 4, perhaps close to the 5 hrs. per week we find in the MTVC sample. Since the Carter sample was prepared with a more scientific and representative approach, our similar results suggest the representativeness of the MTVC sample cannot be too far from adequate.

In Table 11, under Work-Categories we show both the weighted average hours of work per week for each of the 21 categories, and also the ratio of this value to the overall average of 5.0; the ratio is then in effect an index of variation for each category. On the high side of the average, if we consider about 20-25% as a cut-off point

for significant variation, four categories stand out: Co-ordination, Visiting, Medical-Skilled, and Misc. Skilled. The last two are in fact likely to be overstated. For Medical-Skilled, the MTVC sample included only two cases, both for Therapists-in-Training at a particular Hospital for Mentally Handicapped asking for a definite period of 2 days per week. The small sample makes us doubt the representativeness of this hours estimate. Similarly, the Miscellaneous Skilled category average hours of 10.6 is probably exaggerated by the requested for 50 Brailists (of a total of 81 in the category) to work 15 hours per week; excluding the Brailists the category average is 3.3 hours. Thus, only two categories remain in which time-demands exceed the average significantly: Co-ordination (a managerial "occupation") and Friendly Visiting. It is interesting to speculate whether the latter (the higher figure) reflects the demands put upon volunteers by the nature of the Visiting Task, or whether it reflects the willingness of people who do such volunteer work to devote that much time to it.

On the low side of the average (using 20-25% as the cut-off again) one finds three categories: Therapy Assistance, Teaching, and Translating and Interpreting. The last two seem reasonable; much of Teaching consists of classes, often in the evening lasting only an hour or two; Translating and Interpreting, done at Community Centres and Information Centres is probably also a task of limited needs. The low value for Therapy Assistance may be real, or it may be a result of a sampling bias. One possible explanation is that therapy too is often conducted on a "class" or "session" basis, and the natural units of one

TABLE 11

WEIGHTED AVERAGE HOURS OF WORK PER WEEK
MTVC SAMPLE OF VOLUNTEERS

By Agency Type

Ratio to

Overall

Average

	Hrs/week	Hrs/week	Ratio to Overall	Average
1. Co-ordination	6.8	1.39+	General Hospitals	4.5
2. Supervision	3.8	.78	Hosp. Ment. Handicapped	8.0
3. Parole Counsel	3.8	.78	Inst. Ment. Handicapped	2.6
4. Other Counsel	5.8	1.18	Hosp. Physically Handicapped	2.6
5. Foster Relative	3.7	.76	Inst. Physically Handicapped	1.24
6. Visiting	7.1	1.45+	Other H&R	.37-
7. Home-Making	3.5	.71	Family Services General	4.2
8. Medical Skilled	16.0	3.26+	Nurseries	4.5
9. Therapy-Assistance	2.9	.59-	Neighbourhood Houses	5.0
10. Library-Professional	n.a.	-	Information	4.8
11. Library-Assistance	3.6	.73	Homes for Aged	7.3
12. Teaching	2.3	.47	Aged Other	3.2
13. Teaching-Assistance	6.0	1.22	Correctional Services	3.7
14. Interpreting	1.8	.37-	Educational Services	3.7
15. Driving	4.2	.86	Miscellaneous	6.5
16. Child Care	4.0	.82		
17. Misc. Skilled	10.6	2.16+	All Agencies	5.0
18. Clerical	5.3	1.08		
19. Information	5.6	1.14		
20. Canvassing	4.0	.82		
21. Misc. Unskilled	5.3	1.08		
				5.0

+ : cases well above average
- : cases well below average

or two hours may lead the requests for volunteer time to be formulated in units of one or two sessions.

Given the potential errors discussed causing bias in one direction or the other, there are only four or at most five groups that deviate at all significantly from the mean: Co-ordination, Visiting on the plus side; and Teaching, Translation, and perhaps Therapy Assistance on the minus side. In any event none of these are much more than 50% from the average - one may conclude that there is little variation among work-categories in the weekly hours of volunteer work.

Let us turn next to the variation in volunteer hours by agency-types. Of the fifteen agency types three utilize volunteers significantly above the average of 5.0 hours per week, while four utilize them well below the average; thus seven, or nearly half, of the agency groups differ markedly from the average. This bespeaks a substantial variation among agency-types, certainly far more so than the variation among work-categories. Well above-average weekly hours appear to be required by Hospitals for Mentally Handicapped, Homes for the Aged, and the Miscellaneous group. On the otherside, four types of agencies appear to require far less time per volunteer than the average. Institutions for Mentally Handicapped, Hospitals for Physically Handicapped, Other Health and Rehabilitation, and Services for the Aged Other than Homes. In none of these cases do there appear to be sample peculiarities of the sort noted in the discussion on work-categories, hence we must conclude that all of the above deviations from the mean do reflect the real nature of varying volunteer activity

requirements in different types of service agencies.

The Carter study noted in its findings that "the type of agencies that need the heavier time commitments are community self-help groups, information services, and services for the aged and youth." Let us compare our results with this conclusion of Carter. Our equivalents of "Community Self-Help" include both Family-General and Neighbourhood Houses. The average weekly hours per volunteer in these groups are, as seen in Table 11, 4.2 and 5.0 respectively; clearly not high relatively to the average. Information Services use 4.8 hours, again close to the average. Only in the case of Services for the Aged, in particular Homes, do our results confirm Carter's finding: the hours per week in this group are 7.3, well above the average. Clearly, there remain some open questions on the issue of how agencies vary in their use of time per volunteer if two different samples reach quite different conclusions on such questions.

V. THE ECONOMIC VALUE OF VOLUNTEER WORK: A Case Study of Metro Toronto Volunteer Centre Referrals

We turn finally to the question, WHAT IS THE VALUE OF VOLUNTEER SERVICES? The basic criterion which we shall use to make an estimate of the dollar value of the services apparently performed in our MTVC sample, is the notion of a "market-replacement cost": what would it cost to replace the performed services with equivalent labour hired at a current market rate. Let us specify this in a

formula.²² First, define the terms:

VH_i = Average number of volunteer hours per week worked by volunteers in work-category i (categories of Table 4)

W_i = Market wage rate for occupation that is equivalent to category i , per hour.

PV_i = Number of People doing volunteer work in category i .

VS_i = Weekly value of Volunteer Services per person in category i .

TVS_i = Total weekly Value of Volunteer Service for all volunteers in category i .

Then we may formulate our estimates:

$$VS_i = VH_i \cdot W_i \quad (1)$$

$$TVS_i = PV_i \cdot VS_i \quad (2)$$

An annual total for all work-categories (TVSC) is then obtained by summing for all the 21 work categories and multiplying by the appropriate number of weeks (say 52):

$$TVSC = 52 \sum_{i=1}^{21} TVS_i \quad (3)$$

From the previous section we have numbers for the hours per week (Table 11) and number of people (Table 10); we need further to obtain data on hourly wages for equivalent market-occupations. In effect two prior steps are necessary before applying the formulas (1) to (3); a) determination of an equivalent between our volunteer work-categories and conventional market occupations; and b) computation

22. The following is based upon the concepts developed more fully in O. Hawrylyshyn "Value of Volunteer Services: A First-Approximation Estimate," *op. cit.*

of hourly wage rates for such occupations from available data on incomes. We consider these two in turn.

1. Market Occupation Equivalents for Volunteer Work

There are two difficulties in establishing an equivalence between the categories of volunteer work used in this study and market occupations. First is the problem of finding accurate equivalents, and secondly is the question as to the relative efficiency of volunteer and hired labour in a given job.

Consider the issue of precision in the equivalence; do all volunteer-work categories have market equivalents, and even then how close is the equivalence? It is not clear what the market equivalents are in the case of foster relative activity of friendly visiting. But it is very clear what the equivalents are for Driving, Teaching Assistance, Parole Counselling, etc. As in the problem of classification itself, not all elements are black or white, and the accuracy of equivalence will differ for each work category. This study is not the place to perfect such an equivalence by detailed consideration of job description - that is a task to be done well in the future, when a standardized classification for volunteer work is established.²³ Here we will attempt to minimize the effect of imperfect

23. One may note parenthetically that in establishing such a classification, the possible equivalence with market occupations as given in the Manpower and Immigration scheme should perhaps be a criterion to consider. Our own classification of Section III was much influenced by this.

equivalence by delineating for each Table 4 category at least two market-occupations thought to be equivalent or similar. This further reduces error in establishing market-equivalent wages, for it permits one to compute averages of several market occupations, or even to use a range of hourly wage data as we do in part 3 below.

Before expanding on the occupation equivalence procedure, let us remark briefly on the second difficulty: the relative efficiency of volunteer and paid labour. Our procedure and formulas (1) to (3) presume that one hour of volunteer labour in a given "occupation" or category is equivalent to an hour of labour by a paid employee. That is, we assume that the service produced by (for example) a volunteer Therapy-Assistant in one hour is worth as much as that produced by a "professional" (i.e. paid) Nursing Therapist Assistant. One may argue that volunteers, not being as experienced are less efficient and their value is smaller. This is less true to the extent that volunteers do the same thing in their volunteer time as they themselves do for wages elsewhere, but clearly a large share of volunteer work is not in areas of one's own professional expertise and the problem remains important. But one may also argue the opposite: volunteers are more efficient in their jobs because they are more highly motivated. Who ever heard someone excuse a less than adequately performed job by saying: "Ahh...I only 'volunteer' here!" Whatever the truth of the matter, there is no evidence from which to conclude definitively that a volunteers hour is worth less, the same, or more, than a paid hour. We therefore beg the question entirely and assume it

is worth the ²⁴ same while allowing for error in this assumption by the artifice of first using an hourly wage that is an average of several market-occupations, and secondly by using a range of wages as given by the different "equivalent" occupations.

The classification scheme developed by Manpower and Immigration and used (with minor modification) for the 1971 Census, is our basis for establishing an equivalence table. The results of this procedure are shown in Appendix Table C. Only three of our volunteer-work categories have but one market-occupation equivalent: Teaching Assistance, Interpreting and Translating and Driving. In all three cases it was found that the job descriptions given in the 1971 Manpower scheme fit our categories and their descriptions in the MTVC Requests very closely, hence no need was seen for adding other less-equivalent occupations. In all other cases two or more market occupations were found to incorporate tasks that were quite similar to the ones described in MTVC Request job descriptions.

Many of these equivalences will be self-evident from Appendix Table C (e.g. Library Assistance - Library and File Clerks) ; others will be less clear. To provide a fuller explanation of the choices made, we have included as Appendix Table D a list of relevant examples from the Manpower classification at a more detailed

24. Wolozin in his estimate of the value of Volunteer Services in the U.S. opines: "I suspect...volunteer work is not less productive than comparable market services" (p. 26), *op. cit.*

level of definition. That is, for each of the so-called "four-digit codes" from the 1971 Manpower scheme that we have shown in Appendix Table C, we give in Appendix Table D examples of more disaggregated categories (within that four-digit group) that are relevant to our volunteer-work categories. Thus for example, under our group 3. Parole & Probation Counselling we consider as equivalent 2331 Social Worker, because this category includes, among others, 2331-118 Parole Officer, and 2331-122 Probation Officer.

The only volunteer categories which do not have reasonably clear equivalents are: 5. Foster Relative Activity and 6. Friendly Visiting. From job descriptions, agency brochures, and other sources, it was clear that the foster-relative (Big-Brothers, Big Sisters, temporary foster parent) provided most importantly a supra-economic benefit of companionship, patience, understanding and so on. However, they do also perform some "simpler" tasks such as necessary companionship for specific activities, and often informal counsel on a wide range of personal issues. The former task suggested some equivalence in Census category 6149, Other Personal Service, which we find (see Appendix Table D) includes at the 7-digit level: 6149-118 Foster Mother, and 6149-134 Companion. The personal-problem counselling a Big Sister or Brother may provide something of the service of a Psychologist (2315), though we admit this may be questioned. Similarly, for Friendly Visiting because it includes companionship we equated it to 6149. Other Personal Service; because it involves discussing personal-problems we equated it to 2315. Psychologist, and because it sometimes resembles the activities of a Case

Worker we equated it to 2331. None of the other equivalences are as questionable as these hence we believe further more detailed discussion justify the equivalences is unnecessary here.

2. Market Wages for Volunteer-Work Equivalents

Once each volunteer-work category is described with reference to market-occupations, and given our simplifying assumption on the equal efficiency of volunteer and paid labour, it is a simple matter to obtain values for W_i as defined earlier. For each of the market occupations shown in Appendix Table C we obtain from the 1971 Census data an estimate of annual income, from which an hourly wage is approximated by assuming a 50 week working year and a 40 hour week. The resulting hourly wage estimates are shown in the column "Hourly Wage 4-Digit Occupations." One may observe that these range from a low of \$1.30 for Other Personal Service Occupations, to a high of \$13.94 for Physicians and Surgeons. If we exclude the occupations which are not included in our MTVC sample (Physicians, Dentists and Lawyers), the highest equivalent occupations are 2391. Educational and Vocational Counsellor at \$5.43., and 1132 Management in Social Services at \$5.34. Thus even if we exclude from consideration highly paid occupations such as Physicians and Lawyers - who we expect do volunteer their services - volunteer services seem to be performed in occupation groups earning from as little as \$2,600 per annum to groups earning as much as \$11,000 per annum - this compared to a Canadian average for 1971 of \$7,200.

For each of our volunteer-work categories we calculate a

simple average hourly wage using the hourly wages for the equivalent market occupations as shown. We also note the highest and lowest wage rates in the group. These last three pieces of information are shown in the last three columns of Appendix Table C; they are the values we use subsequently in part 3 to estimate an overall dollar value for volunteer services. Before we turn to that however, let us mention briefly one further point on the wage estimates. The income data we used were for all workers in the occupation, without distinction as to male or female wages. Female wages are generally lower than male wages, however, it is not clear which of the two is more relevant to our sample, as the Requests at the MTVC do not specify the sex of the volunteer. As to the popular belief that it is mostly women who volunteer, we counter that by reference to the authority of Carter: "More men are volunteers - 44.5 per cent than has been believed."²⁵

3. The Dollar Value of Volunteer Services

In Appendix Table B, the last row includes for each work-category the total hours per week worked by all the MTVC-sample volunteers in that category. This number, in effect $(PV_i \cdot VH_i)$, is reproduced in the first column of Table 12; the next three columns of Table 12 reproduce the respective hourly wage rate by category from Appendix Table C in effect a range of minimum, maximum and mean estimates

25. Carter, *op. cit.*, p. xix.

TABLE
ESTIMATE OF ECONOMIC VALUE OF VOLUNTEER SERVICES:

METRO TORONTO VOLUNTEER CENTRE PLACEMENTS

Work Category	Total hours/ week	Wage rate/hour			ANNUAL TOTAL		
		Min	Max	Mean	(a) Min	(b) Max	(c) Mean
(1) COORD & ADMIN	326	4.06	5.34	4.70	68,825	90,524	79,674
(2) ACR SUPERV	1334	3.53	3.99	3.76	244,868	276,778	260,824
(3) P&P COUNSEL	882	3.67	5.53	4.60	168,321	253,628	210,974
(4) OTHER COUNSEL	841.6	3.67	4.68	4.18	160,611	204,812	182,930
(5) FOSTER RELATIVE	431.4	1.30	4.68	2.99	29,163	104,985	67,074
(6) VISITING	2349	1.30	4.68	2.99	158,792	571,653	365,223
(7) HOME MAKING	214	1.30	2.23	1.77	14,466	24,815	19,697
(8) MEDICAL	320	3.60	3.60	3.60	59,904	59,904	59,904
(9) THER. ASSIST	234	2.23	2.35	2.29	27,135	28,595	27,865
(10) LIBR. PROF	-	3.84	4.76	4.30	-	-	-
(11) LIBR. ASSIST	66	2.83	2.62	2.73	9,713	8,992	9,369
(12) TEACHING	291.1	3.55	4.80	4.17	53,737	72,658	63,122
(13) TEACHING ASSIST	120	3.99	3.99	3.99	24,898	24,898	24,898
(14) INTERPRET	13	4.67	4.67	4.67	3,157	3,157	3,157
(15) DRIVING	718.5	2.56	2.56	2.56	95,647	95,647	95,647
(16) CHILD-CARE	854.2	.98	3.54	2.26	43,530	157,241	100,385
(17) MISC. SKILLED	850.0	2.16	4.98	3.57	95,472	220,116	157,794
(18) CLERICAL	929.5	2.01	3.50	2.76	97,151	169,151	133,402
(19) INFO & REF	678.5	2.23	3.39	2.79	78,679	119,606	98,436
(20) CANVASS	60.0	2.91	3.51	3.21	9,079	10,951	10,015
(21) MISC. UNSKILLED	572.0	2.25	3.08	2.66	66,924	91,612	79,119
A11 Categories	12,084.4	2.17	4.00	3.28	1,510,072	2,589,723	2,049,509
No. of Volunteers	12,467						
Average Value per Person					612.11	1049.75	830.77

of W_j . This permits us to apply formulas (1), (2), (3), specified at the outset of Section V.

The results are given in the form of a minimum, maximum and mean annual values, in the last three columns of Table 12, with a total for all work categories. Below these we show the estimate of the annual value of all volunteer services per person involved. This figure is in the range of \$562-\$1,000 with a mean value of \$830. That is, our estimate states that if for each volunteer work category we apply the wage of the lowest-paid "equivalent" market-occupation, the average value of annual volunteer services is \$562 per volunteer; if we use the wage of the highest-paid "equivalent" market-occupation, the figure is \$1,000; if we use an average wage for all "equivalent" market-occupations the resulting figure is \$830.

We shall consider first how these per capita results compare to the other available estimates of the value of volunteer services, and then discuss a few implications of the \$830 estimate. The only other estimate for Canada is that in Hawrylyshyn "Value of Volunteer Services" (*op. cit.*). That study uses the conclusion of the Carter study that about 50% of adults participate, a more detailed distribution of activities they engage in (as in Table 5), and Carter's estimate that a typical weekly assignment is about $\frac{1}{2}$ day (about 3.5-4.0 hours). It is found that the mean annual value for volunteer services is about \$610 per person, given an estimated \$3.25 mean hourly wage for equivalent market occupations. Note that the far more careful equivalence and wage-estimation procedure followed in the present study result in a

weighted average hourly wage for volunteer services of \$3.26 (shown at the bottom of the 4th column in Table 12). Clearly, the higher value of \$830 in this study is explained by the higher estimate of weekly hours of volunteer services. The earlier study computed a rough weighted average of the frequency distribution given in Carter's report, resulting in a value of 3.5 hours per week. The MTVC sample on the other hand shows a value of 5.0 hours per week, and this essentially explains the higher per capita estimate of volunteer services of the present Report.²⁶

An estimate has been made for the United States, where a far better data base exists on the numbers and involvement of volunteers. H. Wolozin "The Economic Role and Value of Volunteer Work in the United States: An Exploratory Study," finds a total value of volunteer work in 1965 of \$7,500 billion or approximately 1.1% of GNP in that year. As we see below, his results are very similar to ours in the aggregate. However, they differ somewhat when compared in per capita terms. His estimates are based on figures of 24 million volunteers and about 2-3 hours per week volunteer, thus the annual value of services per volunteer was in 1965, \$320. Even when adjusted to 1971 inflated price levels this would not be much higher than \$400 per volunteer (recall the period 1965-1971 saw annual inflation rates of 2-3%). Thus he estimates a value only half that in Canada;

25. We say essentially because it does not do so fully as slowly the fact that $5.0/35=1.43$ while $830/610=1.37$, part of the difference results from somewhat different wages and hours for different categories. However, the latter is unimportant in relation to the basic hours estimate.

the reason is clearly that the hours per week per volunteer are approximately half of the value we find - about 2.5 for U.S. compared to 5.0. The issue as to whether the difference is a real one for a measurement error merits attention. If real, what the comparison implies is that relatively twice as many Americans volunteer, but they work only half the time Canadians do, hence the relative aggregate role of volunteer work is the same in both countries.

Let us turn finally to a few potential implications of the (approximate) \$800 figure. First, its inflated 1976 equivalent is probably about \$100-1200 per annum per volunteer. Secondly, if we take the \$1000 as a lower bound and approximately representative for 1975, the gross value of volunteer services performed by the 5,334 people referred via the Metro Toronto Volunteer Centre in 1975 (as an example of an important referral agency's "financial turnover") is \$5,334,000 - a major operation if it were counted as a market activity.

Third, if we use the conservative 1971 estimate for the total number of volunteers working in the EVS category of agencies of 1.26 million shown in the earlier Hawrylyshyn study,²⁶ we would estimate the total value of volunteer services in Canada for 1971 at about \$1,045 million. This is about 1.1% of Canada's \$93,307 million GNP in that year. Compare this to 1.1% for the United States estimate of Wolozin.

26. We say conservative because it is far below the rough estimate to be gleaned from the Carter study: she posits half of "volunteers" are engaged in "service" (Table 12, p. 23), and half of all people overall are engaged in some form of volunteering, hence 25% of the population 14 and over are EVS volunteers. In 1971 this would be nearly 4 million. Hawrylyshyn, *op. cit.* uses a much stricter definition and takes his data from Carter's Table 9 on distribution of first volunteer experiences.

This figure is significantly higher, however, if we use Carter's approximate findings on volunteering more boldly: from her results (see f.n. 26) we estimate the number of EVS volunteers at about 25% of the 1971 population aged 14+, or 3.75 million people. At an annual value of \$830 per volunteer, this gives a Canadian total of \$3,112 million, or 3.3% of GNP. To speak of an activity that produces value in the order of magnitude of 3+, of GNP seems surely more significant than about 1% - hence this exercise may serve as an emphasis upon the need to establish much more clearly and definitively what the number of volunteers in Canada is, and what proportion of them are engaged in EVS and other categories noted in our classification of Section II.

VI. GAPS IN INFORMATION ON VOLUNTEER ACTIVITY

Although an evaluation of information availability was not the prime objective of this study, the research involved permits us to perceive what the status of data availability is currently. We will therefore attempt to provide some analysis of what the major sources are for different types of information and how well they fill the needs. Given the study's approach and the categorization of agencies and volunteer work developed in Sections II and III, we shall present our discussion on gaps by considering how good different sources are on the following information: for agencies - the name, description of function, number of volunteers used, and type of volunteer work used; for individual volunteers - the overall number of people, the

type of work, the time input, and other characteristics. The eight groups of information or data are represented as the columns of Figure 4 summarizing information on voluntarism.

In Figure 4, we have listed four major groups of potential or actual sources of data: nation-wide census, comprehensive directories, surveys or particular studies on voluntarism, and general time-use surveys. The items shown as "sources" in Figure 4 are very few in number. This is partly because we cannot claim to have done a thorough bibliographical or other search for all the possible sources of data; in particular there may be other surveys besides those listed. However, the Carter study, which we judge to be an excellent study and a thorough review of the "state of the art" does not mention earlier surveys in Canada. But the shortness of the list of sources in Figure 4, is also to be interpreted as a reflection of an unhappy reality: there are very few sources of hard information on volunteer action in Canada! Figure 4 is intended not only to summarize them but to manifest the extent and location of gaps.

First of all, there is simply no nation-wide census-like data available for any time period; the significance of this is two-fold. One, it is in sharp contrast to the situation in the United States as we have noted in discussing the dollar estimates made by Wolozin. There, a nation-wide survey was done by the Bureau of Census for the Department of Labour, in 1965, and a re-survey in 1974. Two, it puts the quantitative analyst of volunteer action into a position of never being able to verify the "representativeness" of any sample

FIGURE 4

POTENTIAL AND ACTUAL SOURCES OF INFORMATION
ON VOLUNTARISM IN CANADA

YES: Information provided
NO: Information not provided
SOME: Partial or similar information provided

	<u>SOURCES</u>	AGENCY INFORMATION			VOLUNTEER INFORMATION			
		<u>Name</u>	<u>Description</u>	<u>Amount</u>	<u>Type</u>	<u>Number</u>	<u>Type of Work</u>	<u>Time Input</u>
A.	<u>Nation-Wide Census or Survey</u>	NO	NO	NO	NO	NO	NO	NO
B.	<u>Comprehensive Directories</u>							
	- Brian Land Directory	YES	NO	NO	NO	NO	NO	NO
	- Metro Toronto Directory (Blue Book)	YES	YES	NO	NO	NO	NO	NO
	- Other City Directories?	?	?	?	?	?	?	?
C.	<u>Surveys on Voluntarism</u>							
	- Carter Study	YES	SOME	SOME	YES	YES	YES	YES (Excellent)
	- Cooperstock Study	YES	YES	YES	HOME	Indirectly	NO	NO
	- MTVC Requests sample	YES	YES	YES	NO	YES	YES	SOME (with gaps)
	- Other Urban-Area Volunteer Centres?	?	?	?	?	?	?	?
D.	<u>General Time-Use Surveys</u>							
	- e.g. Halifax, Toronto, Vancouver	NO	NO	NO	YES	NO	YES	YES (for very broad definition only)

* Other characteristics such as age, education, sex, income, motivations, preferences, etc.

one "happens" upon (such as our MTVC) or any sample constructed for an independent survey. We have seen in Section V how important this lack of a reference-base to the entire population is. With only the Carter study of 1,196 respondents on which to base our estimates of the total number of volunteers in Canada, a reasonable academic difference of opinion arises on how many are involved in economic services, which in turn means the total worth of such services maybe a "mere" 1% or less of GNP or it maybe a "significant" 3% plus!

Even if industrial establishments in Canada were not included in decemial census and annual data-collection, information on them is available in numerous industry directories compiled both by government agencies and private institutions. This type of source is also available for volunteer agencies, but provides extremely limited information. Thus, the Brian Land *Directory of Voluntary Associations* though it appears to come closest to being "census-like" in its completeness gives only a name or title for the agency; in many cases this does not even permit a crude classification of the number of agencies in different groups, not to speak of their relative size. At the very most, given that the directory is comprehensive and gives addresses, it may serve in the future as a starting point for a complete "census" or "head-count" of agencies. Only slightly more useful in the Directories group is the one prepared by the Metropolitan Toronto Community Information Centre, the so-called "Blue-Book". In addition to a name and address it includes a brief description of the agency's functions (but not for all). Unfortunately we were unable to verify whether similar directories are available for other urban centres. If

they are, then all these together (with luck inclusive of descriptions) would permit one to go an important step beyond Lands' volume, for the agencies could be categorized according to some standardized classification scheme such as the one used here.

Survey or particular samples consist of the Carter work much relied upon here, the Cooperstock Study funded by the NACVA in the summer of 1976, and the MTVC sample we use in our study. The Carter study is to the present, by far the most thorough currently available one on the subject. It has good information on agencies and their functions and some information on how they use volunteers (on this, the raw data would appear to contain fuller information than Carter's analysis in the text - we were however, unable to obtain this from the Canadian Council on Social Development!). Its data on volunteers is very good, but a little short of the mark on the questions that were central to our study: what is the type of work done, and how much time is spent. As we noted in Section III (See Table 5 and pertinent discussion) Carter's work categories do not clearly distinguish agency functions and individual volunteer's tasks. The study's information on time is also limited - but again the raw data can perhaps be made to yield more accurate figures overall, and most important, by category of work.

The Cooperstock - NACVA survey results were not available at writing, hence our remarks upon its information shown in Figure 4 are based only on the questionnaire. From the questionnaire it would appear that the survey will yield much information on agencies, but little on volunteer activity other than total numbers in different

agencies. It should certainly provide enough to permit a thorough and excellent classification of agencies by any scheme chosen. Its shortfall on data about volunteers should not be taken as a criticism by any means, as the purposes for which it was developed were entirely different from ours. It is evident that it will yield rich results on the issue of agency - government relations, and other important questions on voluntarism.

We include in the group "Surveys on Voluntarism" the sample of Volunteer Requests from the MTVC used in our study, for it has something of the character of a set of survey data. Its limitations in comparison to the other two surveys have been noted at the outset of Section IV, and have to do mainly with (a) the fact that they represent requests and not referrals or placements of volunteers; and (b) that we have no way of judging the representativeness of the sample for we do not truly know how much of total volunteer action in a region is filtered through such units as the MTVC.

Given these shortcomings, one must judge the sample to be an excellent source of information on agencies and on volunteers. Indeed, for agency-use of volunteers (in total number, but not by type of work or amount of time), annual summaries are made by the Centre of total referrals, and not just requests. The volunteer-request forms are an excellent source for analysis and compilation of job-description-a fact to bear in mind for any attempt at developing a standard systematic classification scheme of volunteer-work categories. Data on time inputs by type of work and type of agency, though not always complete, is generally available in this sample. Finally, the sample often includes

certain other pieces of information that we have not used in our study, such as the frequency of assignments, their time in the day, and some specifications on necessary qualification, offerings of training courses by agencies, etc.

All in all, this is an excellent source of information worthy of further exploitation; indeed we have noted as a fourth item under "surveys", similar data-sources for other Urban areas. We discovered that the Montreal Centre does have a file of such information, but not in a coherent and consistent enough form. We were unable to extend our search to other urban centres. Were this to be more widely available it might be a tremendous windfall, at the very least it may be an excellent locus in which to stimulate the development of more comprehensive and standardized data-bank on volunteer-action.

Finally, one may note as a last potential source of data general time-use surveys, for in principle, they could yield information on the time-input by individuals in volunteer work, and implicitly on the percentage of individuals in a population that are involved in volunteer action. At present such surveys as are available for Canada - in Halifax, Toronto, and Vancouver²⁷ - define volunteer time very broadly to incorporate almost all voluntary association action beyond Economic Volunteer Services. They are therefore limited in value to the extent one wishes to distinguish EVS from other actions; they don't

27. For the precise references to the studies see O. Hawrylyshyn "A Survey of Empirical Estimates of the Value of Household Work", *Review of Income and Wealth*, September 1976, pp. 101-131.

even permit distinguishing between association in formal groups and informal participation in "events". Another negative aspect of these surveys is that they do not (and probably cannot without great cost) provide data by the type of volunteer work done. Nevertheless, they should be considered as potential future sources of such data, especially if the volunteer time more clearly distinguishes EVS and other forms of association. On the plus side of such surveys is the fact that they usually provide a great deal of information on other socio-economic characteristics of the individual, permitting in-depth analysis of the factors that underlie the decision to volunteer. One would do well to investigate the potential future usefulness of such surveys, in particular given the apparent long-term interest of Statistics Canada to undertake time-use surveys.

Let us conclude Section VI by summarizing in point form what appear to be the major gaps in information on volunteer action in Canada.

1. First, and we believe most important as a barrier to developing a systematic data base, we note that there does not exist a convention on classification schemes for agencies or for types of volunteer work.

2. As Carter has also concluded in her study (p. xxi) there does not exist a uniform system of recording the use of volunteer time. We may add a propos of this, that the remark was made at the MTVC that the Centre does not really know how it should best collect and compile such information, and that it would be willing to conform to some convention, were this to be established.

3. There is no data from the Canadian census, nor any other census-like information to provide at least in some base-year a bench-mark on the magnitude of volunteer action nation-wide.

4. Surveys and case studies with so-called "hard data" are few and far between. The recent (1975) Carter study, *Volunteers: The Untapped Potential* is excellent, but without a census bench-mark, a few others are needed to verify and modify its almostsolitary findings.

5. The Metro Toronto Volunteer Centre file on Requests¹ is a very rich source of data, but it is not known how many other urban areas have similar files. For at least one other case - Montreal - it was found that such files were not consistently maintained and the data was much poorer than in Toronto.

6. General Time-use surveys presently define voluntary action too broadly, but if this were changed, they could become available sources of data in the future.

Turning now to general writings and study on voluntarism we may conclude the following gaps exist.

7. Precious little literature of a theoretical or other non-empirical nature exists on the issues addressed here: what do volunteers do and how much is it worth? One reason for this bias is suggested by Carter's conclusion that "agencies place little emphasis on how they benefit financially from volunteer help."

8. No comprehensive studies exist of apparently available job descriptions (available at agencies, volunteer centres etc.). This ties in to the lack of a convention on the systematic classification of jobs done by volunteers.

9. No systematic analysis exists on the quantitative role

played by Volunteer Centres in the total volunteer-recruitment picture. Were this available we could better judge the representativeness of a sample such as the MTVC one used here, and therefore be better able to analyze the implications of a study of such a sample.

10. Finally, no studies exist on the effectiveness of volunteer work as compared to paid labour in equivalent jobs. Such analysis would permit to calculate more currently the dollar value of volunteer services, and to speak more meaningfully and with greater confidence about the magnitude of such estimates.

VII. CONCLUSIONS AND RECOMENDATIONS

1. Summary of Findings

(i). The primary concern of this study has been not with the value of volunteer activity to volunteers themselves, but rather with the value to other people who may benefit from the services performed by volunteers. We thus asked *What do volunteers do?* and *What is the economic value of their services?* A third question was incidentally asked from the experience: *what information do we have on volunteers in Canada?* To provide a systematic framework for these issues, we first investigated the conceptual meaning of Economic Volunteer Services (EVS), which were defined as follows:

Economic Volunteer Services are those activities which were done by a person outside the market but may have been accomplished by hiring a third-person from the economic market; they are distinguished from household work by the fact that the benefits accrue to someone other than the volunteer or the volunteer's immediate family.

(ii). This definition permits one to make a number of useful distinctions among types of volunteer associations or agencies. First we differentiate associations whose activities contain little or no benefits for people other than the volunteers or members themselves (Self-Benefit Agencies), from those whose activities *do* generate benefits to others (Social Benefit Agencies). Secondly, in the latter group we further subdivide according to the nature of the service or "economic" output: e.g., Health and Rehabilitation, Information Centres, etc. Fifteen groups were differentiated. Third, we also indicate how further categorization may be done in the broad Self-Benefit group, but in later analysis we

focused only upon the Social-Benefit group excluding Charitable Donation activities. Despite difficulties in defining agencies' functions, we concluded that such a categorization for Social Service Agencies appears no more imperfect than widely-used Industry-Classification Schemes, for example the Standard Industrial Classification (SIC).

(iii). A similar classification of work-categories was then developed for the types of tasks or jobs performed by volunteers, independently of where the work was performed; i.e. Driving was not differentiated as among agency types in which it might be done. The approach used paralleled the Canadian 1971 Census Occupational Classification to permit later comparison between volunteer and market "occupations". Again, we concluded such a categorization for volunteer work was no more difficult to work out than one for market-based occupations. We found that at least twenty-one work-categories could be usefully distinguished for our analysis.

(iv). Our quantitative analysis of the primary issues posed in the study was based upon data made available by the Metro Toronto Volunteer Centre (MTVC). This consisted of 568 Request Sheets for Volunteers for the period 1972-1975, covering requests for referrals by the MTVC from 186 agencies. A total of 2,467 volunteers were requested for an average of 5 hours per week each; the sample we used accounted for about 17% of all volunteer requests at the MTVC in the period.

(v). We looked first at the question: *What type of Service Agencies engage volunteers?* It was found that the following approximate percentage distributions apply to the different agency types

Health and Rehabilitation	(35% or more)
Multi-Service Agencies	(25% or more)
Services for the Aged	(15-20%)
Correctional Services	(10%)
Educational Services	(2-3%)
Miscellaneous Services	(4-9%)

At a more detailed level of classification, three groups predominate: General Family Services, Homes for the Aged, and Correctional Services, respectively 13%, 13%, and 12% of the total.

An additional finding of significance is that most agencies use many different types of volunteer labour. Using the 21 work-categories noted in (iii), it was found that six of fifteen agency-types required the use of nine or more different types of labour, and in one case as many as fourteen. This led us to conclude that the nature of volunteer activity is quite diverse, and the nature of the agency in which volunteers work is never enough to tell us what exactly it is they do. It is therefore necessary to cross-classify information on volunteer activity by agency-type and by work-categories.

(vi). *What type of work do volunteers perform* was the question next addressed. By far the largest categories, whether measured in share of volunteers or share of volunteer hours, are Supervision and Friendly Visiting, which together account for about 30% of volunteer effort in our sample. If we add to this the next four categories in order of size - Parole Counsel, Child Care, Clerical, and Driving - we account for 60% of all volunteers and 58% of all volunteer time. These six groups are of first-order-of-importance. A second set, of second-order-of-importance comprises four categories accounting for about 5-7%

such: Other counselling, Teaching, Miscellaneous Skilled and Information Giving. The remaining eleven categories are of far lesser significance, and in total account for only about 20% of volunteer work.

We also found that the dispersion of work categories among different agencies is considerable, with Visiting, Driving, Child Care, and Clerical and Related work being demanded in about 10 or more agency-types. It appears that only one category of work is so specifically tied to a service that its use is found in only one agency-type: namely Parole Counselling found in Correctional Service Agencies. This large diversity of uses of volunteers strongly supports our view that a framework for data analysis on voluntarism should involve a two-dimensional classification by agency-types and work-categories.

(vii). Turning now to the issue: *how much work do volunteers perform*, we note first that our sample shows an overall weekly average of 5.0 hours. This appears only somewhat higher than the findings of the well-known survey study by Novia Carter, which speaks of "half a day" weekly. If one considers the 21 different work-categories, there is surprisingly little variation about this mean once likely sampling errors are accounted for. On the highside, the Co-ordination, and Friendly Visiting categories required about 7 hours per week; on the low side, Teaching, Translation, and Therapy Assistance appear to need only about 2 hours per week.

The amount of volunteer time by agency type on the other hand, varies far more than among work-categories. Well-above average weekly hours are required in Hospitals for Mentally Handicapped, Homes

for the Aged and Miscellaneous Agencies (6.5 to 8.0). For below the average we find Institutions for Mentally Handicapped, Hospitals for Physically Handicapped, Other Health and Rehabilitation, Other Services for the Aged (1.8 to 3.2). We note that Carter's study concluded community self-help, information services, and services for the aged and youth need heavier time - commitments; our results confirm this only for homes for the aged. Clearly, some open questions remain on this issue.

(viii). The basic answer to the question *what is the value of volunteer work* is about \$830 per volunteer per annum in 1971 prices, or as much as \$1,000-\$1,200 at 1976 inflated price levels. This estimate was made using the notion of a "market-replacement cost" for the volunteer activities performed in the MTVC sample. First, we established a correspondence between volunteer work-categories and market occupations. Because of the inability to identify perfect equivalents, and because of our inability to determine whether an hour of volunteer time is less, equally, or more productive than an hour of paid labour, we established a number of market occupations as "equivalent" to each volunteer work category. This enabled us to use a minimum, mean, and maximum hourly wage for each volunteer-work-category; the income data were taken from the 1971 Census. Thus the estimate in fact ranges from a low of \$560 to \$1,000 in 1971, or very roughly \$800 to \$1,500 at 1976 price levels.

An earlier estimate for Canada by O. Hawrylyshyn, based on data on volunteer time in Carter, gave a 1971 value of \$610. The

difference between the two is entirely accounted for by a lower hours per week figure from Carter's data (about 3.5). A U.S. estimate by H. Wolozin gives a much lower figure of about \$400 adjusted to 1971 price levels; again the difference is entirely accounted for by the difference in the hours per week figure: Wolozin's value is half ours, about 2.5 hours per week. The question remains whether this reflects a real difference in weekly time-use of volunteers between Canada and the U.S., or whether the estimates we have are in error.

Interestingly enough, in aggregate terms the U.S. estimate suggests an aggregate value of volunteer work of about 1% of GNP, just as does our estimate combined with the earlier Hawrylyshyn study on numbers of volunteers in Canada. However, the latter assumes 1.25 million volunteers, a conservative interpretation of Carter's survey data; a bolder interpretation of Carter's data gives a number of perhaps 3.75 million volunteers, and makes volunteer services in total about 3% of GNP. It is clearly of great importance to establish a more accurate estimate of the number of volunteers performing such economic services.

(ix). We turn finally to a summary of our findings on the state of information on volunteering in Canada; our comments apply to so called "hard" data, or quantitative information in contrast to qualitative discussions, descriptions, etc. One might speak of four major groups of potential data sources: nation-wide census or survey; directories of agencies; surveys or case-studies; time-use surveys. The first and most important conclusion is that in any of such sources, there

is very little hard data on agencies, volunteers, their tasks, and their time input.

More specifically, there does not exist a single nationwide census or thorough survey to compare with the U.S. Bureau of Census survey done in 1965 and updated in 1974. This precludes any quantitative analysis such as ours or that of Carter from checking its representativeness against a solid bench-mark of a census-type.

Directories exist, such as that of Brian Land for all of Canada, and the "Blue Book" for Toronto, but they provide precious little data beyond an agency name and address. At best they might serve as a starting point for a serious effort to do a "census".

Only two important surveys exist, that of Carter, and the NACVA-Cooperstock one of 1976. The former we judge to be by far the most thorough work on volunteering in Canada, though its data on volunteers falls a bit short of the mark on the central characteristics studied here: type of work and time spent. Cooperstock-NACVA appears to focus on agencies and their administrative functioning, but little on volunteers and their tasks.

In this group, perhaps the most important for future developments, are the files on volunteer requests and referrals such as the MTVC sample we used. Unfortunately, it is not clear that centres other than the Toronto one maintain such files as well as the MTVC.

General-Time-Use surveys, of which there are three well-known ones in Canada, do not at present provide a sufficiently clear

identification of volunteer time. However, they should be kept in mind as an important source in the future, especially if Statistics Canada's current consideration of undertaking such surveys regularly becomes a reality.

2. Recommendations

We present here a list of recommended possible directions of action by the NACVA in improving our perception of voluntarism in Canada. The items below are not mutually exclusive, and some are direct substitutes for each other. Our purpose here is to help focus discussion on what further steps may be taken to ameliorate our extremely weak information base.

- (i) The NACVA should undertake to develop a comprehensive and consistent *classification scheme for both agency types and volunteer work+categories*. As there can never be full agreement among users of such information, the NACVA should take the initiative and act as other government departments who establish and formalize "imperfect" classification schemes which turn out to be very useful despite the imperfections.
- (ii) The NACVA should consider undertaking a *mini-census of agencies*, or at least an extension of existing directories (such as Land) to include more information than name and address. This might be done in conjunction with a number of other government agencies and departments.
- (iii) The NACVA should press for *including questions on volunteer activity by individuals in*: The 1981 *Census*; the *Consumer-Finance and the Labour-force Surveys* of Statistics Canada; future time-use surveys. Failing this the NACVA should investigate resurveying the Cooperstock sample with a different set of questions, such as the ones discussed in the present report.
- (iv) The NACVA should undertake actions to *stimulate the regular collection of information at an overlooked source-local Volunteer Centres*. Toward this end the NACVA should take the initiative to formulate classification schemes, standardize record-keeping procedures, and set up communication and collection

channels. A first step might be to survey all such centres to establish the status and nature of each one's record-keeping procedures.

(v) Finally the NACVA should support (directly and indirectly) investigation on the nature of volunteer activity on such questions as:

- the relative importance of Volunteer Centres in total "turnover" of volunteer activity
- the effectiveness of volunteer-work compared to paid labour in a given function
- the distribution of volunteer use by agency-type, as shown by other sources not used here (Land Directory, Cooperstock survey, the raw data of Carter's study, etc.)
- particular case-studies of volunteer activity in given institutions (e.g., a hospital, community centre, etc)
- detailed analysis of job descriptions for volunteers
- studies on the amount of time-use by volunteers in particular agencies.

APPENDIX TABLES

APPENDIX TABLE A

DISTRIBUTION OF AGENCIES IN 1972-1975 MTVC SAMPLE BY CATEGORY

2100 Health & Rehabilitation Agencies

2110 General Hospitals

Doctor's Hospital

Etobicoke General

Grace Hospital

Hospital for Sick Children

Mount Sinai Hospital

North York General Hospital

Princess Margaret Hospital

Queen Elizabeth Hospital

St. Joseph's Hospital

St. Michael's Hospital

Scarborough General

Sunnybrook Hospital

Toronto General Hospital

Wellesley Hospital

Women's College Hospital

York - Finch Hospital

2120 Hospitals for Mentally Handicapped

Lakeshore Psychiatric Hospital

Toronto East General Hospital
Crisis Intervention Unit

2130 Institutions for Mentally Handicapped

Adventure Place

Association for Children with Learning Disabilities

Chiaravalle Montessori School for Children with Learning Handicaps

Delisle House

Dellcrest Children's Centre

Dundas Day Care Centre

Earlscourt Children's Home

Humewood House

Interval Community Day Program

Kinder - Kare Home for Retarded Children

Mental Health Toronto
Rehabilitation Action Program

Metro Toronto Association for the Mentally Retarded

Ontario Association for Autistic Children

Peel Humber Dev. Centre

Queen Street Mental Health

Sacred Heart Children's Village

West End Creche

Canadian Schizophrenia Association.

2140 Hospitals for Physically Handicapped

Bloorview Children's Hospital

Lyndhurst Hospital

Runnymede Hospital

Riverdale Hospital

2150 Institutions for Physically Handicapped

Bellwoods Park House

C.A.R.D.

Centennial Nursery & School for Retarded Children

Cheshire Homes

Clairlea Public School for the Deaf

C.N.I.B.

John Milton Society for the Blind

Metro Toronto School for the Deaf

Ontario Crippled Children's Centre

Toronto Rehabilitation Centre

2160 Other

Canadian Cancer Society

Canadian Red Cross

Narconon Drug Rehabilitation Centre

Victorian Order of Nurses

2200 Multi-Service Agencies

2210 Family Services-General

Aid for New Mothers

Armagh Group Home

Big Brothers Association

Catholic Children's Aid Society

Children's Aid Society

Family Life Foundation

Family Services Association

(2210 cont'd.)

Huntley Youth Services
Interval House
Ontario Housing Corporation
Parents Anonymous
Planned Parenthood
Women in Transition

2220 Family Services-Nurseries

Bond Street Nursery School
Campus Community Co-op Day Care #2
Children's Circle St. Barrabas
Creative Day Care Centre
Esterbrook Day Care Centre
Fairview Mall Playtime Centre
Islington Nursery
Kaleidoscope Preschool Centre
Mimico Day Care Centre
Ossington Day Care Centre
Swallows Day Care Centre
Taunton Road Co-op Day Care Centre
Thistletown Children's Centre
Victoria Day Care Centre

2230 Neighbourhood Houses

Agincourt Community Services
Care - Ring
Central Neighbourhood House
Christian Resource Centre

(2230 Cont'd.)

COSTI

CENTRO FEMINILE

Distress Centres I & II

Distress Centres Scarborough

Dixon Hall Community Centre

Earlscourt Community Project

East York Community Program

Eastview Neighbourhood Association

Hassle Free Clinic

Ontario Welcome House

Open Door Centre & Rooms Registry

Parkdale Jobs Office

Problem Central - legal aid

Rape Crisis Centre

St. Stephen's Community House

St. Christopher's House

U. of T. International Student Centre

University Settlement Recreation Centre

Warden Woods Church Community Centre

Woodgreen Community Centre

York Community Centre

2240 Information Centres

Action Service Contact Centre

Birth Control & V.D. Information Centre

Bloor-Bathurst Information Centre

Catholic Information Centre

Community Information Centre of Metro Toronto

(2240 Cont'd.)

Community Information Centre - Fairview
Etobicoke Central Information & Referral Centre
Exceptional Family Information Services
Information Scarborough
Injured Workman's Consultants
Jewish Information Centre
Link Information and Referral Services
Mental Heal/Metro
Mobility Counselling Services
Neighbourhood Information Post
Thorncliffe Information Post
Weston Information & Referral Centre

2300 Agencies Providing Services for the Aged

2310 Nursing Homes

Barton Place Nursing Home
Bayview Villa Nursing Home
Baycrest Geriatric Centre
Chester Village Home for the Aged
Extendicare Nursing Home
Garden Court Nursing Home
Guildwood Villa
Heritage Nursing Home
Leisure World Nursing Home
Lincoln Place Nursing Home

(2310 Cont'd.)

Metro Toronto: Department of Social Services

Bendale Acres

Cummer House

Fudger Home

Kipling Acres

000

Oakridge Villa Nursing Home

Providence Villa

St. Raphael's Nursing Home

Thompson House

Tyndall Nursing Home

Union Villa Auxilliary

West end Nursing Home

00007

2320 Other

Beaches Friendly Visiting

Co-ording Services for Jewish Elderly

Lakeshore Senior Citizens Council

Meals on Wheels

North York Seniors Centre

St. Christophers House Older Adult Centre

Second Mile

Senior VIP Service

West Metro Senior Citizens Centre

York Services to Seniors

2400 Correctional Services Agencies

Beverly Lodge

John Howard Society

Ministry of Corrections

National Parole Service

(2400 Cont'd.)

Operation Springboard
Opportunity House
Street Haven at the Cross-roads
Toronto Boy's Home
Transition House

2500 Public Education Agencies

Chapel in the Park
Etobicoke Board of Education
Humber College
Metro Toronto Social Services
Ministry of Community and Social Services
North York - Board of Education
Parliament Street Library House
Project 121
Scarborough Public Library
Seneca College
Toronto Board of Education
Toronto Public Library
AHBENODJEWIG

2600 Miscellaneous Agencies

Etobicoke Social Planning Council
Etobicoke Volunteer Centre
Metro Toronto Volunteer Centre
Oxfam Trading Ltd.
Salvation Army

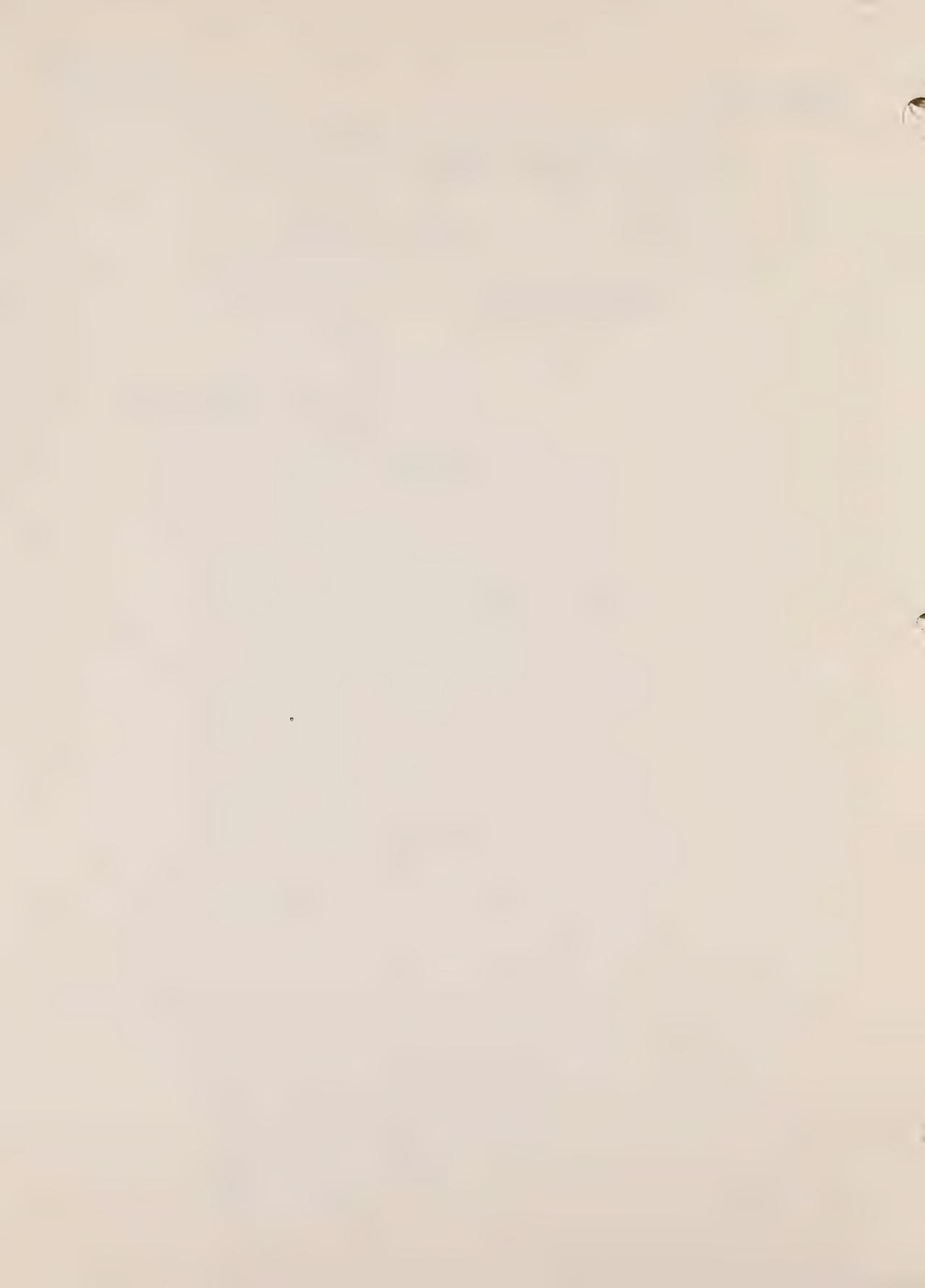
(2600 Cont'd.)

Unitarian Service Committee

Y.M.C.A.

Y.W.C.A.

Y.W.C.A - Y.M.C.A.
Good Age Club



APPENDIX TABLE B

SUMMARY OF REQUESTS FOR VOLUNTEERS AT METRO-TORONTO VOLUNTEER CENTRE

By Agency-Type and Work Category

WORK CATEGORY	AGENCY TYPE	CO-ORD & ADMIN			ACR SUPERV.			Total Hrs./week
		Requests	People	Average Hrs./week	Total Hrs./week	Requests	People	
2110	HEALTH & REHAB: GEN. HOSPITALS.					12	36	4.2
2120	H&R: HOSPITALS FOR MENTAL HAND.	1	n.a	n.a	-	4	5	2
2130	H&R: INSTITUTIONS FOR MENTAL HAND.					6	5	3.2
2140	H&R: HOSP. FOR PHYSIC. HANDIC.					10	74	3
2150	H&R: INST. FOR PHYSIC. HANDIC.					5	55	4
2160	H&R: OTHER.					1	n.a	n.a
2210	MULTISERVICE AGENCIES: FAMILY: GENERAL	1	1	n.a	-	6	19	4
2220	MULTISERVICE AGENCIES: FAMILY: NURSERIES							-
2230	MULTISERVICE AGENCIES: NEIGHBOURHOOD HOUSES	7	38	7	226	12	20	3
2240	MULTISERVICE AGENCIES: INFO CENTRES					1	1	6
2310	SERVICES TO THE AGED: NURSTING HOMES					29	103	4.3
2320	SERVICES TO THE AGED: OTHER	4	5	4	20	2	2	4
2400	CORRECTIONAL SERVICES	2	n.a	n.a	-	2	2	24
2500	PUBLIC EDUCATION					1	2	6
2600	MISCELLANEOUS	3	5	8	40	11	22	3
TOTAL.	ALL AGENCY TYPES	18	49	6.8*	326	102	346	3.8
								1334

* For all work categories this figure is a weighted average using number of people as weights.

(3)		(4)		(5)	
P & P COUNSEL		OTHER COUNSEL		FOSTER RELATIVE	
Requests	Average Hrs./week	Requests	Average Hrs./week	Total Hrs./week	Total Hrs./week
13	232	3.8	882	6	32
				25	143
				5.8	841.6
				22	115
				2	8
				4	4
				32	32
				3.7	431.4

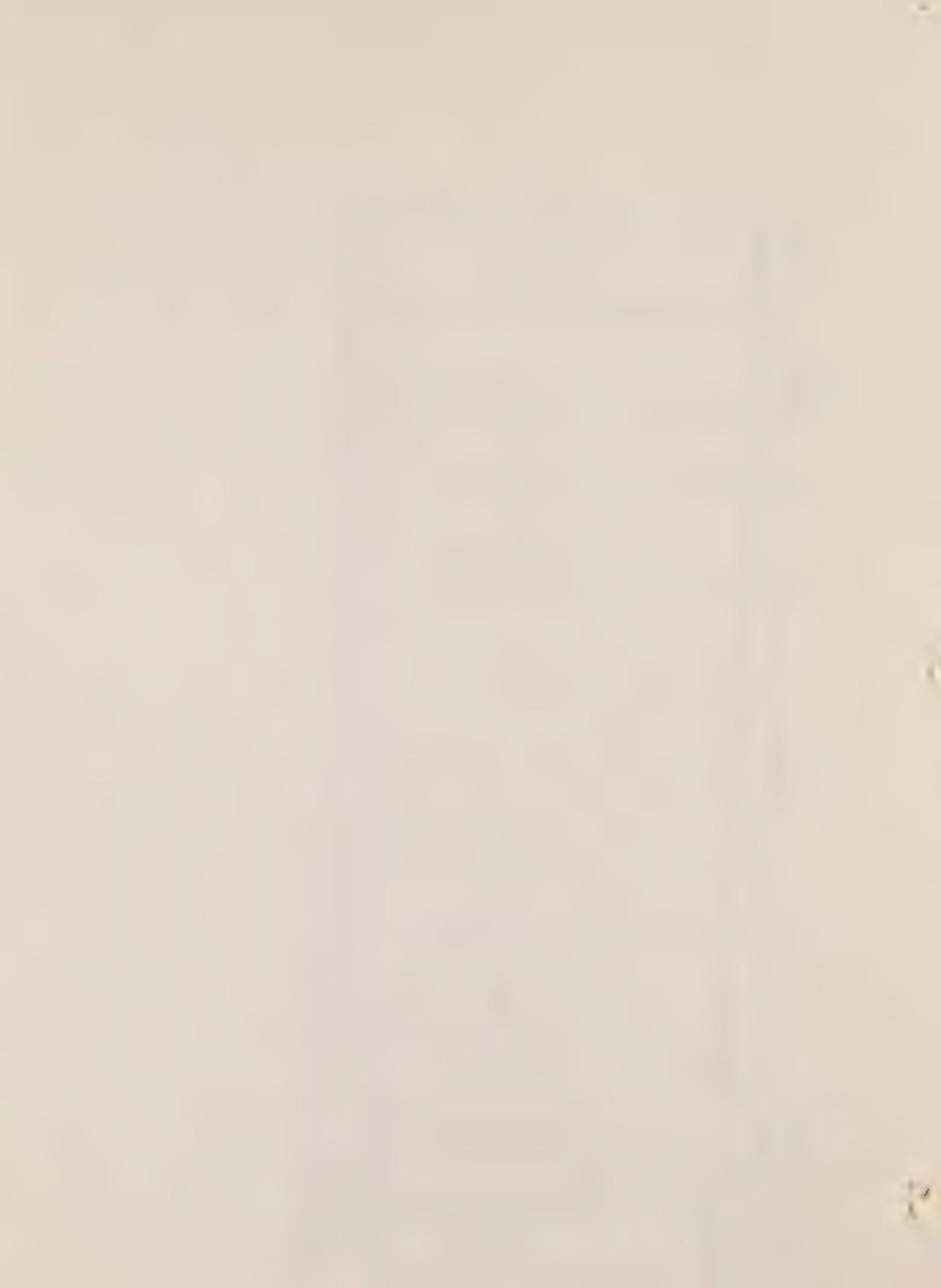
(6)

(7)

(8)

Requests	VISITING			HOME MAKING			MEDICAL				
	People	Average Hrs./week	Total Hrs./week	Requests	People	Average Hrs./week	Total Hrs./week	Requests	People	Average Hrs./week	Total Hrs./week
10	12	4.5	54					2	20	16	320
1	15	n.a	-								
3	4	2½	10								
2	54	4	216								
2	10	1	10								
7	23	4	92								
7	25	5.2	130								
1	5	n.a	-								
17	175	10	1750								
5	10	4	40								
4	15	3	45								
2	2	1	2								
59	350	7.1	2349	13	62	3.5	214	2	20	16	320

(9)		LIBR. PROF.		LIBR. ASSIST	
Requests	People	Requests	People	Requests	People
7	13	4.4	57	-	-
1	4	n.a	n.a	1	n.a
4	14	1.5	21	1	4
7	38	2	76	-	-
2	16	5	80	2	n.a
				1	n.a
				1	6
				1	12
				4	22
				4	48
				3	3.6
				18	66
85	234	3	1	-	-
				4	48
				3	3.6
				1	12
				4	22
				1	6
				1	12
				4	48
				3	3.6
				18	66



(15)

DRIVING

(16)

CHILD CARE

(17)

MISC SKILLED

Requests	People	Average Hrs./week	Total Hrs./week	Requests	People	Average Hrs./week	Total Hrs./week	Requests	People	Average Hrs./week	Total Hrs./week
1	10	4	40					7	20	4	80
1	1	2 $\frac{1}{2}$	2 $\frac{1}{2}$	10	36	4	144				
1	1	2	2		1	1	9	1	10	2	20
1	n.a	-	-					1	50	15	750
5	5	2	10								
11	63	5	315	8	23	3.6	82.8				
1	2	1	2	15	69	4.6	317.4				
5	22	6	132	9	14	2	28	1	1	n.a	-
3	7	5.7	40	2	3	3	9				
5	30	4	120					1	n.a	n.a	-
4	27	2	54								
1	n.a	-	-								
1	1	1	1	1	1	1	3				
1	1	1	1	2	18	6	108				
40	169	4.2	718.5	56	216	3.95	854.2	11	81	10.6	850

(18)

(19)

INFO & REF							
CLERICAL		People	Average Hrs./week	Total Hrs./week	Requests	People	Average Hrs./W
26	89		4.5	400.5	3	2	3
5	1	6	6			5	8
2	1	2	2				
3	7	3	21		1	5	
4	4	4.5	18				
4	4	9	36				
1	n.a	n.a	-				
4	4	7	28		2	5	
6	6	6½	39		17	103	
1	1	3	3				
4	8	7	56				
2	6	2	12				
1	n.a	n.a	-				
6	44	7	308		1	3	
69	175		5.3	929.5	27	123	5

(20)

(21)

MISC UNSKILL.				TOTAL ALL WORK CATEGORIES		
Requests	People	Average Hrs./week	Total Hrs./week	Requests	People	Total Hrs./week
20	57	5	285	87	239	1073.5
3	24	7½	180	15	78	630
1	n.a.	n.a.	-	44	134	350
				26	22	332
1	n.a.	n.a.	-	21	232	1407.5
1	n.a.	n.a.	-	16	21	38
1	1	5	5	55	314	1330.2
				16	71	319.4
2	2	20	40	86	200	990.2
				32	129	622
4	1	4	4	62	319	2342
2	8	2	16	19	60	190
2	14	3	42	30	296	1084
				25	77	283
3	2	n.a.	-	34	168	1093
40	109	5.3	572	568	2467	12,084.8

APPENDIX TABLE C
CENSUS OCCUPATION EQUIVALENTS FOR SERVICE ACTIVITIES

VOLUNTEER SERVICE ACTIVITY

ESTIMATES OF 1971 WAGES

4 Digit Occupations	All Equivalent Occupations	Hourly wage	Min/Max/Hr/Month
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Number	NAME	CODE	NAME	1971 CENSUS CATECORY EQUIVALENTS			
				5.34	4.06	4.05	5.34
1.	CO-ORDINATION & ADMINISTRATION	1132	Management in Social Sciences & Related				
		2331	Social Worker	4.06			
2.	ARTS, CRAFTS & RECREATION SUPERVISION	2333	Occup's in Welfare and Community Service	3.53			
		2792	Fine Arts - School Teachers	3.86			
		2799	Other Teaching & Related Occup's	3.99			
		3710	Coun's, Trainers, Instructors, Sports & Rec.	3.88	3.53	3.99	3.76
3.	PAROLE & PROBATION COUNSELLING	2331	Social Worker	4.06			
		2391	Educational & Vocational Counsellor	5.53			
		2399	Other Occup's in Social Sciences	3.67			
4.	OTHER COUNSELLING	2331	Social Worker	4.06			
		2399	Other Occup's in Social Sciences	3.67			
		2315	Psychologists	4.68			
					3.67	4.68	4.18
5.	FOSTER RELATIVE ACTIVITY	6149	Other Personal Service Occupations	1.30			
		2315	Psychologist	4.68			
					1.30	4.68	2.99
6.	FRIENDLY VISITING	6149	Other Personal Service Occupations	1.30			
		2331	Social Worker	4.06			
		2315	Psychologist	4.68			
					1.30	4.68	2.99
7.	HOME-MAKING	6149	Other Personal Service Occup's	1.30			
		6133	Chambermaids & Housemen	1.42			
		3139	Nursing Therapy & Related Assisting Occup's	2.23			
					1.30	2.23	1.77
8.	SKILLED-MEDICAL ACTIVITY	3111	Physicians & Surgeons	13.94			
		3113	Dentists	11.81			
		3137	Physiotherapists, Occupational & Other Therapists	3.60			
					3.60	3.60	3.60*
9.	THERAPY ASSISTANCE	3139	Nursing Therapy & Related Assisting Occup's	2.23			
		3135	Nursing Aides & Orderlies	2.35			
					2.23	2.35	2.29
10.	LIBRARY WORK-PROFESSIONAL	2351	Librarians and Archivists	3.84			
		2350	Supervisors: Occupations in Library etc.	4.76			
					3.84	4.76	4.30
11.	LIBRARY ASSISTANCE	2353	Technicians in Library	2.83			
		4161	Library and File Clerks	2.62			
					2.62	2.83	2.73
12.	TEACHING & TUTORING	2731	Elementary & Kindergarten Teachers	3.55			
		2733	Secondary School Teachers	4.74			
		2739	Related Teaching Occup's	3.75			
		2791	Commun. Coll. & Vocational Teaching	4.80			
					3.55	4.81	4.17
13.	TEACHING ASSISTANCE	2799	Other Teaching & Related Occup's	3.99			
					3.99	3.99	3.99
14.	INTERPRETING & TRANSLATING	3355	Translators and Interpreters	4.67			
					4.67	4.67	4.67
15.	DRIVING	9173	Taxi-Drivers and Chauffeurs	2.56			
					2.56	2.56	2.56
16.	CHILD-CARE	6147	Babysitters	.98			
		6149	Personal Service Occupations	1.30			
		3139	Nursing Therapy Assisting	2.23			
		2731	Elementary & Kindergarten Teaching	3.94			
					.98	3.54	2.26
17.	MISCELLANEOUS* SKILLED-TECHNICAL	1171	Accountants, Auditors, etc.	4.98			
		4131	Bookkeepers and Acc't Clerks	2.75			
		6143	Barbers, Hairdressers & Related	2.16			
		8537	Radio & Television Repairmen	2.47			
		9511	Typesetters & Compositors	3.67			
					2.16	4.93	3.57
18.	CLERICAL & SALES WORK	4111	Secretaries & Stenographers	2.50			
		4113	Typists & Clerk Typists	2.22			
		4197	General Office Clerks	2.72			
		5135	Salesman & Salesperson, Commodities	3.50			
		5137	Sales Clerks, Commodities	2.37			
		5145	Newsboys	2.01			
					2.01	3.50	2.76
19.	INFORMATION-GIVING & REFERRAL	4171	Receptionists & Info. Clerks	3.39			
		4175	Telephone Operators	2.23			
		4179	Reception Information etc.	2.76			
					2.23	3.39	2.79
20.	CANVASSING	2339	Occup's in Social work, other	3.51			
		4191	Collectors	2.91			
		4199	Other Clerical Occup's	2.97			
		5141	Street Vendors & Door-to-door	2.94			
					2.91	3.51	3.21
21.	MISCELLANEOUS UNSKILLED	4197	General Office Clerks	2.72			
		4177	Messengers	2.42			
		8798	Labour, Construction Trades	3.08			
		9318	Occup's in Labouring, Mat'l Handling	2.88			
		9924	Labour services	2.26			
					2.25	3.07	2.66
22.	LEGAL SERVICES	2343	Lawyers and Notaries	10.73			
		2349	Occupations in Law & Jurisprudence	4.15			
					4.15	10.71	7.41

* We have used selectively five specific skills encountered in Requests of Metro Volunteer Centre.

* We used only therapists because the MTV sample did not have any requests for physicians etc.

APPENDIX TABLE D

RELEVANT EXAMPLES WITHIN FOUR DIGIT CATEGORIES USED IN TABLE C

Dictionary of
Occupations

4-Digit #

<u>4-Digit #</u>	<u>Example at 7 digit level found in Dictionary of Occupations*</u>
1132	118 Director Social Work
2331	110 Social Services Supervisor 114 Community-Organization Worker 118 Parole Officer 122 Probation Officer 126 Social Worker, Case Work
2333	110 Recreation Director 118 Social Services Assistant 126 Camp Counsellor
2792	114 Music Teacher, Instrumental 126 Teacher, Dancing
2799	116 Physical Education Teacher 199 Miscellaneous, e.g. Director Hobby Shop; Instructor Baton Twirling, Teacher's Aide
2391	114 Counsellor, General 122 Counsellor Vocational (career counsellor)
2399	110 Rehabilitation Specialist 118 Classification Officer, Correctional Institution 199 Miscellaneous, e.g. Counsellor Mental Retardation
3710	130 Instructor, Physical Training 134 Swimming Instructor
2315	138 Psychologist, Counselling
6149	114 Maid, Domestic 118 Foster Mother 130 Child-Care Attendant 134 Companion
6133	114 Chambermaid
3139	142 Homemaker (medical) i.e. home-health aide 126 Occupational Therapy Aide 134 Attendant, Physical Therapy

3135	110 Nurse Aide 114 Orderly
2353	134 Library Technical Assistant
4161	118 Library Clerk or Attendant
2739	199 Other Secondary & Elementary Teaching e.g. Study Supervisor, Tutor.
2791	114 Vocational Teacher Applied Arts 118 Vocational Teacher Business Subjects
6149	130 Child-Care Attendant
3139	146 Child-Care Attendant School (Medical)
2731	118 Pre-School Teacher
1171	114 Accountant
4131	114 Bookkeeper
6143	114 Barber (Hair Stylist) 118 Cosmetologist (e.g. Hair Dresser)
9511	130 Braille-Stereograph Operation (Braille writer operator)
5135	156 Salesperson, Books 158 Salesperson, Jewellery and Related Products
5137	114 Sales Clerk (e.g. Newsstand Clerk, Bakery Girl)
5143	114 News Vendor
4171	122 Information Clerk (Hospital, Hotel, Dept. Store)
2339	199 Other Occup's (e.g. Canvasser).
4191	110 Bill Collector 114 Locator
4177	122 Delivery Boys 199 Other Messengers
4199	214 Public Opinion Collector (e.g. Census-Taker)
5141	110 Door-to-Door Salesperson (e.g. Canvasser)
8798	114 Construction labourer
9318	110 Material Handler, General 118 Material Handler, Light, (e.g. Bill Poster) 142 Packager, Hand (e.g. Chocolate Packer, Shoe Packer)

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